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ABSTRACT

Presentations and presenters include "What Are the Effects of Courses with Unemployed Adults in Their Mid-Life Years?" (Weinberg); "Combining Education and Training of Unemployed Adults " (Sellin); "The Changing Role of Adult Education in the Post-Industrial Society" (Jocher); "The REPLAN Programme in England and Wales--Part 1" (Uden); "The REPLAN Programme in England and Wales--Part 2" (Purdey); "New Challenges to Adult Education with Unemployed Women" (Oels); "Unemployed Migrant Workers at the Munich Volkshochschule" (Vogel); "The Principal Training Schemes and Re-employment Programmes for Unemployed People in the Mid-life Years" (Faure); and "Experiences with Local High Schools for the Unemployed or 'How to Re-establish Self-Confidence'" (Raslow). The names of working groups and those who reported on them are "Educational Provision for Unemployed Adults from Ethnic Minority Communities" (Gerritsen); "Educational Provision for Unemployed Women" (Clark); "Guidance and Counseling of Unemployed Adults" (Eagleson); and "Job Creation" (Walters). Comments on the conference are provided by van Herwijnen, Walters, Szasz, Clarke, Desnos, Purdey, Eagleson, and Nierman. Reflections on the conference are provided by Walters and van Herwijnen. Appendices contain the conference agenda; names and addresses of participants, speakers, and guests; and discussion points for the working groups. (CML)

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REPORT of the CONFERENCE

organized by the

EUROPEAN BUREAU OF ADULT EDUCATION

in co-operation with and supported by the

GERMAN ADULT EDUCATION ASSOCIATION
(DVV)

Editors: Ruth de Wijs
José Keijzer

U.S. DEPARTMENT OF EDUCATION
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Education and Training for Unemployed Adults in the Mid-life Years

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Bonn, Fed. Rep. of Germany

November 23-27, 1987

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OPENING SESSION

The delegates were welcomed by messrs C. Kerner and W. Bax on behalf of the German Adult Education Association DVV and the European Bureau of Adult Education.

This seminar formed part of the four-year project of the European Bureau of Adult Education dealing with the role of "education and training in the changing employment market" in Europe, which had started with a major conference in Toulouse, June 9-13, 1987. This meeting in Bonn was to be followed by two other seminars dealing with education and training for specific groups i.e. women willing to return to the labour market (in co-operation with the Scottish Institute of Adult and Continuing Education) and programmes for long-term unemployed adults (in co-operation with the National Institute of Adult Continuing Education, England and Wales).

The original idea was to continue the programme by investigating the organizational context for work with the unemployed and the co-operation of Adult Education institutions with organizations of employers and trade unions. But the Toulouse meeting had brought forward strong arguments for giving priority to the elaboration of educational networks and the development of outline programmes to be applied to practical work.

Following this recommendation the attention in the project would be focused, after 1988, on aspects of basic education and programmes provided by the media.

Mr Bax thanked the German Adult Education Association (DVV) on behalf of the European Bureau for hosting this meeting.
The German Volkshochschulen had a number of characteristics in their vocational education programmes which were most relevant in the framework of this conference, i.e. the principle of **open access** - very valuable in view of the oncoming rift between the "haves" and the "have-nots", those who can make use of in-company training and those who cannot - and the broad educational aim of its provision in the field of training: "acquiring instrumental skills not necessarily being incompatible with reflection on their context and implications".

Mr Kerner in his welcome gave a picture of the unemployment situation in his country and stressed the fact that this problem could not be solved by educational and training provision alone as it was mainly a problem of the labour-market situation.

The provision made by Adult Education should, for that reason, be seen as only one of a series of instruments to cater for this situation. It could, for example, make a change of occupation possible or facilitate the re-integration of unemployed adults in the world of work.

The support education and training could provide was, however, only a limited segment of the total provision needed: as unemployment brings with it a whole gamut of human problems, it should not be seen as an educational problem alone but as a task for society at large.

WHAT are the EFFECTS OF COURSES with UNEMPLOYED ADULTS in their MID-LIFE YEARS?

Prof. Dr Johannes Weinberg
Westfalische Wilhelms-Universität
Münster, Federal Republic of Germany

Let me start with a short story. At the beginning of a course with unemployed, course participants were asked to write down their expectations from this particular course. One of them wrote: "I do not want to learn, I want a job". This sentence has become a famous saying amongst adult educators these last years, at least in my country.

With this sentence in mind it could make sense to discuss two main questions:

1. What are we doing and what should we do with unemployed adults?

2. What is the background and what are the possible effects of running courses with unemployed adults in their mid-life years ?

As I have seen from the programme of this conference, information and discussions on question **one** are on the agenda for the next few days. Therefore I shall limit my opening address to question **two**.

When speaking of unemployed people we mean unemployment as a labour-market problem in the highly industrialized areas of the Western world. In saying so, we are also able to explain where the labour-market problems originate: in the oil crisis of 1973/74, which made energy prices so high; in micro-electronics as a basic innovation, which results in the number of jobs being reduced; the advent of floating foreign exchange rates, which has negative effects on the worldwide export-import market etc.

Consequent to these developments adult education is said to have a function in solving labour-market problems and problems related to economic and technical changes in industry and commerce. This means, in all the countries we represent that adult education has become one of several instruments to solve the problems of industry and commerce and of the labour market.

Making use of adult education as a labour-market instrument is not really a new idea. In the Federal Republic of Germany "retraining" has been used as an instrument to adapt employed and unemployed people to changed qualifications since the second half of the sixties. This took place, however, during a period of prosperity, and when there were enough jobs to satisfy the demand. Besides that we had so-called "underdeveloped" regions (in the Federal Republic, for example, on the border with the German Democratic Republic). The problems there we used to call special problems of a particular region. Nowadays these problems have become everyone's problems.

The problems on the labour market at the moment are those particular to a period of economic depression and a decreasing number of jobs. Parallel to this are the changes taking place in technological equipment and industrial relations.

The main question is therefore if it is possible to develop and to realize a concept of preventive adult education which is also useful in a period of economic depression and long-term changes in industry.

Let me start with the term "adult education". This can be looked at as a special form of the lifelong process of socialization. Learning is an integrated element of this process. In everyday living people accumulate most of the knowledge and the skills they need to find their way in life. But there might also be requests for skills and knowledge that cannot be accumulated through casual learning. For example, if I have German-speaking people around me I have no chance to learn English. Thus I have to go to a course. I make use of a special form of learning called "organized learning" or "adult education" etc. Realizing this we understand better what we can also learn from research findings: the ability of adults to learn and the ways and means they prefer to learn depends on the work they do and the way of learning that occurs as learning by doing and also on the general and vocational educational level attained.

To put it into one statement: the learning ability of an adult taking part in a course depends on the ways he/she learns in the everyday life and work situation.

In the sociology of professions we can, generally speaking, describe three kinds of "ways of doing things" ("drei Typen von Tätigkeiten"):

1. Handling technical instruments,
2. Handling administrative or economic problems (symbols),
3. Handling, or better said, dealing with practical problems of human beings.

In fact, there is no job with only one of these three kinds of activities. But in each job one of them dominates.

Coming back to our special group of adults in their mid-life years the question arises: What kind of retraining would serve them best? The answer is that the best course under the aspects of learning would be the course in which the participant can take part in continuing learning. In German we use the term "Anschlußlernen". But in most cases such an Anschlußlernen will not be possible in a direct way.

Therefore we have to construct retraining courses for adults in their mid-life years in a way so that a transition can take place between the kind of work and learning dominant in everyday living and the new kind of learning in the retraining course.

Although it is important to establish a continuum between everyday learning and organized learning, or to have a special "learning stone" that helps the learner to enter the new kind of learning, it should not be forgotten that we are actually living in an economically depressed phase in which the number of jobs are decreasing.

What does "preventive adult education" mean when roughly half of those having passed such a course cannot expect to get a job afterwards? It means, then, that we need courses for different groups of adults:

1. Those who are qualified, but who do not find an adequate job; they need special courses and special counselling to find an adequate function;

2. Those who are unemployed; they need courses to get the qualification to satisfy the demand of firms in the region or that is adequate for jobs that will probably be created in the area they live in (regional labour-market policy);

3. Those who are unemployed and those who are being threatened with the loss of their jobs; work; they need courses to confirm their identity and reinforce their readiness to work.

Preventive adult education must not merely offer retraining courses for special jobs. For those with life and work experience preventive adult education must offer courses with different aims and functions. In this way at least a continuing process of learning and development of a lifestyle can take place.

To explain what this means, I shall give examples of courses which are meant especially for women after the family phase. The aim of all these courses was to help the women in their mid-life years to go back to the working world. Courses were to:

- to motivate and provide orientation on how to switch from the mere family-life role to functioning outside the family as an employee combined with one's role at home;

- to motivate housewives to enter a further education course that is specifically job oriented;

- to gain only special qualifications;

- to reactivate old job-oriented knowledge and skills and to acquire additional new knowledge and skills for new jobs;

- to obtain qualifications in jobs traditionally reserved for men.

Coming back to the statement referred to at the beginning, I would say that "having a job is better than being forced to learn in lieu of a job. But learning, taken as preventive adult education, may provide an opportunity to keep a job or to get a new job if the regional labour market policy and the economic development policy at local level has any success at all.

Thank you.

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COMBINING EDUCATION AND TRAINING OF UNEMPLOYED ADULTS

A Summary of the present situation
Perspectives in the EEC

Burkart Sellin
Project Director
European Centre for the Development of Vocational Training (CEDEFOP)

I. The labour market

1. The development of the labour market in the last 30 years is marked by three major stages. The first stage, in the **1960s**, was characterized by mere **frictional unemployment**, when adult education and training only had to bridge the gap between supply and demand of jobs and qualifications.

2. The **1970s**, especially after the oil crisis in 1973, were very much **characterized** by the political will to (re-)integrate more and more so-called problem groups or specific target groups into the labour market; the social policy dominated economic policy in a period when the situation was seen as mere **cyclical unemployment**.

3. In the **1980s**, on the contrary, when it became clear that the employment crisis was a mere **structural** one, most efforts of adult education and training were oriented towards economic goals. In most countries training of adults dominates over education in order to prepare people for, or adapt them to, new technologies and new places of work, and encourages them to change their skills according to changing demands.

II. Education systems

1. The development of education systems and mainstream training systems was, in the **1960s**, marked by **great expansion**, increased enrolment of pupils and even new clients (elderly people etc.) under the pressure of equality of opportunities and equal access, and in view of the emancipation of women.

This period of expansion came to an end rather abruptly at the beginning of the 1970s, and was first replaced by a period of consolidation. Nowadays we are experiencing a period of restriction and reduction of efforts.

2. Adult education and training, even if it was seen as a substantial part of the equality of opportunities issue of the 1960s, never had a chance to stabilize or to consolidate. It has always played the role of a "playing" ball, if not a "punching" ball. If, in the 1960s, there was an expansion of ideas, pilot projects and local efforts, the application of these ideas and their implementation was rather limited.

3. In the 1970s, however, many local efforts and even some regional measures and programmes profited from the experience gained. They were applied in view of the efforts for (re-)integration of problem groups.

Because of the high level of youth unemployment, most adult education and training opportunities were re-oriented towards an improvement of youth training opportunities or opportunities for women. Unemployed adults were no longer the focus of interest (see also CEDEFOP, Vocational Training, No. 3/86, p. 30).

III. Continuing education and training and the perspectives they offer

1. Nowadays the issue of continuing education and training of unemployed adults is being rediscovered, but we have to try to reconcile the last phase, marked as it is by mere economic or training objectives, with the phase of the 1970s, marked by mere social objectives. We have to redress the balance between the necessary aspects of coping with change and participating fully in the process of change. Training and education, also for adults, should be forming a whole in which economic and social needs be reconciled in order to avoid a pure adaptation of people to new technologies or new needs arising, and at the same time to allow them to play a major role in the restructuring process which is going on.

The rigid separation between opportunities for those in employment and those out of employment should be avoided. New arrangements combining collective agreements, opportunities offered by the state and individual career aspirations for both target groups together should be provided in order to avoid negative effects of polarization, stigmatization and marginalization in how these groups relate to each other.

The present opportunities linked to firms are too much oriented to middle-level or highly qualified personnel and are neglecting unskilled or semi-skilled labour most threatened by unemployment. At present, one has to become unemployed before a chance for continuing education and training is offered. This is very costly and ineffective, not to mention the negative effects on the individuals concerned.

IV. EEC interventions and perspectives

The major EEC instrument for Continuing Education and Training (C.E.T.) is the European Social Fund which finances vocational training programmes in the Member States for more than 80%. This instrument influences a great number of Member States in their training policy, focusing so far on the youth training question.

Additional action programmes have been developed for young people in transition (from one form of training to the

other), for women and for the handicapped, as well as for the language education of migrants' children. The long-term unemployed have been a target too, but not a priority.
A number of other programmes, such as BRITE, RACE and ESPRIT were launched by the EEC Commission on "new technologies" for the promotion of small and medium enterprise etc.. These programmes all contained elements of C.E.T. but were addressed to highly qualified manpower.

It was only this year, 1987, that new programmes were discussed. One memorandum on adult training in firms, and one on action to combat long-term unemployment, a growing concern of the Community, were made in order to launch additional programmes for adults.

CEDEFOP has emphasized for years that a comprehensive adult education and training strategy addressed to both the unemployed and the employed would be necessary at EEC level, including a clear definition of "continuing/adult education and training". Most Member States include out-of-school training of young people (like apprenticeship and alternance training) into adult education and training concepts as well as short bits of on-the-job training or work experience, which are simply adaptations to new, short-term needs. The former belongs to the initial formal education and training system, whether or not organized by the state or by para-state bodies like manpower services or others, and should be regarded as a form of basic or initial vocational education and training for young people preparing for qualifications at skilled- worker or skilled-employee level. The latter courses, most of them lasting less than four weeks, should not be regarded as vocational education or training at all. They are simply adaptation periods or short bits of motivating measures.

It seems that the action programme to be prepared will try to combine these objectives. Whether or not and in how far enough money can be spent (some ECU400 million in four years will presumably be suggested) depends on other factors, namely on the reform and increase of the structural funds, especially the European Social Fund, on the one hand, and on the overall budget discussion of the EEC and notably its agricultural policy, on the other.

A decision on the adult education and training programme may be taken by the Council of Ministers in 1988.

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THE CHANGING ROLE OF ADULT EDUCATION IN THE POST-INDUSTRIAL SOCIETY

Dr Herbert Jocher
Council of Europe

It was during the late 1960s and early 1970s that Council of Europe experts worked to contribute to the development of a new, comprehensive concept of education, the concept of "éducation permanente". One of the underlying assumptions was that more education was needed for more and more people. As this entailed a considerable increase in costs while coinciding with the emergency of the economic crisis in Europe, thought had to be given to criteria for the relevancy of education - if not for its cost-effectiveness.

Education policies inevitably distinguish between relevant and irrelevant education - traditionally, against the background of religious or other ideological predicaments or prejudice which even the labour market (cf. the Calvinist work ethic) may now prove to be.

In this context one may wish to interpret the investigation of successive Council of Europe projects into more objective, universally reliable, applicable and practicable criteria as an effort to overcome cultural and social prejudice, and thus make the generally desirable democratization of education possible. These criteria were, indeed, intended to make education more learner-centered, while at the same time diminishing waste of money and energy.

What is relevant in education and what kind of education is relevant will, of course, always depend on the viewpoint one takes and democracy allows for a good many viewpoints. However, some of these views have become obsolete or outdated and others are becoming obsolete when considering the ongoing change of society and environment.

Educational institutions are not always readily adaptable; the more formally structured they are, the more difficult it is for them to adapt - to what, after all? Young people often do not know what their future, e.g. their future occupation, might be. Adults usually know better (from experience, they say). Adult education is therefore not only compensatory (second chance) but also - usually - more relevant. Traditional national education policies and their conventional institutions (for general education as well as vocational training) have tried to preconceive needs and prepare young people for life (whatever life may mean and whenever it may suppose to begin). In times of rapid social and technological change much of this education is bound to become quickly irrelevant.

The concept of "éducation permanente" indicates that human life is a continuous learning process (combining formal and informal education). It is learning for survival.

The economic crisis (measurable, for example, in terms of unemployment rates, but also in terms of overproduction) indicates to industry and commerce the imperative need for innovation.

One conclusion that can be drawn from projects like the Council of Europe's Council for Cultural Co-operation (CDCC) Project no.9 on "Adult Education and Community Development" may be the following:

> While the idea in traditional education is that learning comes first and leads, only at its best, to innovation, community development is normally sparked off by innovation or by one innovatory idea (however modest) which entails a series of perfectly systematic, motivation-based and highly relevant learning processes.

In other words, whilst the academic (general, vocational, technical) kind of learning is organized within preconceived, autonomous institutions with a view to being applied within the pre-established requirements of an existing enterprise or service, community development must first create the idea of a new enterprise (however small) or service (however modest). It must then determine and divide the new roles to be played within the community according to individual motivation and thereafter organize learning (education and training) in courses that can be tailored to the learners' needs and geared to what each of them wants and is, indeed, about to do.

This shows that learning by doing is possible, whilst doing by learning makes no sense (it may even be dangerous "nonsense"). Most of our education has for a long time been learning with the hope of being able to do something at the end of it. This has now become one of the reasons (not the only one) why unemployment rates (only relevant in industrialized countries) are among the highest in Europe. We lack flexibility.

The REPLAN PROGRAMME in ENGLAND and WALES

This presentation took the form of a general introduction of the programme, and its work and strategy for the coming period. Part I was presented by Tony Uden and Part II, a more specialist contribution by Margaret Purdey, one of the REPLAN Field Officers, on REPLAN 's work with unemployed women.

Part I

Tony Uden
REPLAN Co-ordinator

REPLAN is a programme supported by the British Government through the Department of Education & Science, through the Welsh Office Education Department and to a smaller extent by the Manpower Services Commission, soon to be renamed the Training Commission. Its distinctive features are that it is explicitly an educational and not a training programme and that it is concerned with increasing educational opportunities for unemployed adults. The programme is small in scale, as far as its budget and staffing are concerned, but it is large in its ambitions. It is interventionist, attempting to promote change within the education service in England and Wales.

The National Institute of Adult Continuing Education manages a major part of the REPLAN programme. The programme's main components comprise a team of eight Field Officers, located throughout England and Wales and backed up by administrative and secretarial staff. This team is led from a central unit based at the National Institute of Adult Continuing Education in Leicester. The second main component comprises a whole range of development workers within local education authorities with funding on a short-term basis whose role it is to improve the co-ordination of existing provision and to encourage staff and curriculum development with a view to improving and extending provision. The third major element is a national programme of staff development aimed at the staff of a whole range of agencies whose resources can be harnessed to better meet the learning needs of adults. The fourth element is a small programme of local development and curriculum development projects intended to test and experiment with good practice and with new ideas. The fifth major arm of the programme is concerned with publishing the results of its work; publishing the findings of others working in the same field; mounting national conferences in special areas, e.g. recent conferences were concerned with the learning needs of unwaged women, and a major national event on the special educational issues surrounding learning needs of black and other minority communities is planned.

The number of unemployed people in Great Britain is going down. Government figures show that the number of unemployed has now dipped below three million and for the first time in some years is less than one in 10 of the working population. Many people dispute Government figures saying that by not counting some categories of older workers and the many people on Government training programmes published figures are lower than in reality. (I do not wish to enter into that argument here.)

Three things need to be said about the figures, however. One million people, or 2 million people or even 2 million people remains a very very large number of individual and family lives blighted by unemployment and low income, low status and all the other problems you are familiar with. Two, the figures mask regional and occupational disparities within our working population. As the economy revives the industrial dereliction of large parts of Great Britain is thrown into even starker contrast with the prosperous South East of the country. Thirdly, within that group of perhaps three million unemployed the number of long-term unemployed is growing. Concentrated within that group are especially people without basic educational skills, people over 40, black people and people with special educational needs. An additional problem is that many of the new jobs created are part-time and that many of them are being taken by women. This is in my view not a solution but a compounding of the special problems which women face. Many many women now find themselves in part-time jobs when they would prefer full-time, in low paid jobs which men will not take, in jobs which in no way meet their individual potential for development. Perhaps this is something which Margaret will touch upon later.

In talking about groups likely to continue to be unemployed and areas where unemployment will likely continue, I am not in any way giving up hope for the future. But neither will I be offering a technical talk at this time about the labour market; REPLAN does not address itself to people as though they themselves were only a part of a technical process, factors to be formed or re-shaped to fit into newly developed occupational slots. REPLAN is not afraid to face the fact that many many people will remain unemployed for long periods and that certain people in the groups already mentioned will probably never find full-time paid employment again.

Quite early in its existence REPLAN was able to develop a conceptual framework into which much of its work has been fitted. Some of you will have heard this before but, in any case, I intend to run through the framework we propose for the aims and content of education for unemployed people.

- Firstly,we think that such a programme should be intended to improve employability, in order, at least, to help unemployed people develop the knowledge, the skills and the aptitudes which will increase their chances of finding and keeping a job.
- Secondly we think that it should be concerned with helping unemployed people to develop knowledge, skills and attitudes which will help them to cope with being unemployed, and here we are not referring only to factual knowledge about welfare rights and unemployment benefits and so on, as important as these are. We also include an awareness of the psychological effects of being unemployed, the pressures which are likely to come upon the family as well as the individual.
- Thirdly, we think that unemployed people should be helped to understand the context within which they are unemployed: to understand, for example, that there are good economic reasons why certain industries can no longer continue to produce the volume of earlier years, but also to understand that this does not mean it is the fault of the individual who is born and brought up in those regions in which he/she

faces a much more difficult prospect of finding employment than somebody born in another part of the country.

- Fourthly, we think it is important to help unemployed people to develop knowledge, skills and attitudes which help them make good use of their leisure time. Those who have jobs do not regard the time they are not at work as "dead", and while it is scant comfort in economic terms, it is of importance to unemployed people to receive help in using time, finding enjoyment and achieving in areas outside paid employment.
- And fifthly, we think that we should operate in the field of opportunity creation; helping unemployed people to see that there may be other ways of earning a livelihood than paid or waged employment. While I do not think that self-employment is the key to solving our economic problems, it certainly offers a way forward and a way out for individual members of our unemployed community.

The whole emphasis of the REPLAN programme is on change. We would accept as justified the criticism that in the past education's response to change - economic, technical and change in society- has often occurred after the event. One of our aims in REPLAN is to demonstrate what might be done to facilitate change. We maintain that many organizations and institutions created in times of full employment need to change if they are to meet the needs of the community as it is now. The lessons we learned in the first two years of REPLAN are probably not startling and they are not new, but we think they are important. We think that all providers of education should seek to be flexible in their offerings by thinking of the needs of the client and the student rather than the needs of the staff and the institution. They should offer as wide a variety of education and training as they can and that along with that variety should go the increased possibility of student choice. We think that unemployed people especially, though all adults benefit in the same way, are encouraged by the opportunity to participate in the running of courses and institutions and in the planning of their work, and in this way to take some responsibility for their learning. We think that certain parts of the education service can best be offered outside the formidable buildings of major institutions. We think that in order to fully serve the needs of the wide range of people who find themselves unemployed, agencies which have sometimes stood apart from each other need to co-operate- employment agencies with educational agencies; training agencies with educational agencies; voluntary bodies co-operating and integrating their work with major educational institutions.

We would lay particular emphasis on the need for an equal opportunities policy in work with the adult unemployed. I have already talked about the differential effects of unemployment on groups in the community; a corollary of this is that special attention be paid to the educational needs of women, the educational needs of black people, and people with disabilities and illness. We feel that student support services of various kinds, including guidance services, are essential to this and that full, sensitive and determined student support is a practical demonstration of a belief in equal educational opportunities.

All of these things, we feel, are aimed at increasing and improving adult unemployed people's self-confidence as learners and, of course, we think that this self-confidence will enrich other parts of their lives as well.

The small team of full-time professionals working in this programme spent several days over the summer of 1987 considering their achievements, and perhaps their failures, so far; they also worked on a strategy for the following two years. Over the coming period the aims of the NIACE contribution to REPLAN will be to increase educational opportunities for unemployed adults by:

> Firstly, working to remove barriers to the access of unemployed people to educational opportunities within educational institutions and systems.
>
> Secondly, locating, supporting and promoting developments which are at the forefront of this kind of work and which can offer relevant educational opportunities to unemployed people.
>
> Thirdly, encouraging co-operation and collaboration within educational institutions, as well as between educational institutions, between educational and other agencies and across administrative boundaries, which very often get in the way. The purpose of this collaboration will always be to create improved progression routes for adult students who will enter education at many different points and different levels and whose progress through the complex systems which we have created must be eased.
>
> Fourthly, promoting awareness among those who do provide education for adults that adult students need practical outcomes and that educational programmes for unemployed adults should be evaluated against their success or failure in resulting in practical outcomes for the student. That does not always mean employment, but it does mean that the opportunities in life perceived by the student as being possible should have been changed by his or her experience of education.
>
> Fifthly, and perhaps this is the most important for a small but ambitious programme, working to ensure that where there are improvements in the way educational opportunities are provided for unemployed people they become a permanent integrated part of educational programmes and policies. Too often in the past work with unemployed people (and with other special groups) has been seen as an extra, as something to be funded only when special money from outside sources was available and which could be abandoned when that special funding ceased. It is the over-riding aim of the REPLAN programme to produce permanent change within the British educational system.

While pursuing these objectives those working with REPLAN are acutely aware that education can form only a part of the service that unemployed people need. Education cannot provide a job or compensate for the loss of income or the negative status which go with unemployment. Unemployment and serial unemployment should be dictating a need to us to anticipate and plan for change and not merely to respond. The education service must establish much firmer links with industry, with the community in general, and with other services which unemployed people use. Above all, we will need to bear in mind that changes in occupational structures are the cause of unemployment and not any personal inadequacy on the part of the unemployed; therefore the help and support that we offer must have no taint in it of our blaming the victim for his/her circumstances.

From all the lessons which we have tried to learn and from the conceptual framework which we constructed we think that the education services should now be offering to unemployed people a grounding in basic educational skills including study skills and the confidence to try out new ideas, often including experimenting with self-employment and self-help strategies. We should offer to encourage the ability to cope better with unemployment during its period of existence; we should offer the possibility of understanding those economic changes producing the problems from which our society is suffering; we should try to give people the confidence to participate in controlling those changes. Above all perhaps, we as educationalists should give them confidence in their ability to learn. We are concerned with helping unemployed people and should help them restore the skills they need (where they have been lost) to be economically active when the opportunity presents itself; we need to help them to gain the ability and confidence to employ empty time well and productively. In our view it is the duty of the education service to provide this sort of curriculum and not only to provide vocational training. In our view there is a clear link between the level of general education in the community and its economic and social well-being, and it is to this end that REPLAN addresses itself.

What we would now like to do is to use the example of our work with women to illustrate how the programme operates in practice.

The REPLAN PROGRAMME in ENGLAND and WALES

Part II

Development and improvement of educational opportunities for women returners

Margaret Purdey
REPLAN Field Officer

A commitment to equal opportunity is central to the strategy of the REPLAN programme, which is designed to open up real possibilities for personal and economic development for the unwaged. This presentation will take a look at some of the ways we translate this into action, in terms of women. We should begin by taking a quick look at the current conditions which, in terms of employment and education, apply to women in Britain.

Firstly, of course, I need hardly say that unemployment and under-employment is a particular problem for women. This is mainly because employment **and** unemployment still tend to be seen in Britain as primarily a **male** concern. When women are in work they tend to be restricted to a narrow range of occupations, and particularly in part-time work, to be in jobs which are low paid with little status or possibility of training. This reinforces the myth that they are in some way a second-class group of workers and restricts their access to the education and training that would improve their job prospects and would suggest new roles within the community or free them to challenge unfair and wasteful stereotyping.

But even considering this situation, a look at the statistics shows clearly that, in or out of work, women form a significant part of the labour market; under similar personal and economic pressures to men and in terms of our interest as educators, with as much need of support from the education and training services.

In the current situation:

- Women make up 44.7% of the workforce, including the self-employed (1985)
- Of these 80% are part time (1985)
- Almost one million women are registered unemployed (1987)
- Almost 45% of registered unemployed are female (1987)
- 90% single-parent families are headed by a woman (1984)
- women in full-time employment earn on average 74.1% of male earnings.

Predictions for the immediate future: "... no increase in the size of the total workforce in the next three years, but with agriculture, manufacturing and energy losing 8% of their current total of jobs; service industries gaining 3.6%; a million new jobs in small firms and self-employment; 25% of the workforce in part-time jobs; and **most of the new jobs filled by women, whose share of the job market will rise to 50% by 1990"**.
("U.K. Occupation and Employment trends to 1990", Institute of Manpower Studies - Rajan & Pearson.)

On the basis of these projections which do not indicate any major improvements in the employment situation, it would seem that without some major re-orientation in attitudes and practice, the **present** pattern of women's employment and social role, which embodies basic inequalities, is likely to become even more strongly rooted in our national life. It suggests that the opportunity of breaking this down and of releasing the wasted talent of many women, particularly the unwaged, may be lost.

This situation poses obvious and serious questions to educationists about resources, curriculum, access to and progression through education and training and the underlying tensions between student centered learning programmes, the needs of women as a group, equal opportunities and the requirements of the economy as a factor in educational planning. Lasting too, is the underlying question about woman's role in society, whether waged or un-waged, and the influence of education in either re-enforcing or in challenging this.

With its particular interest in the needs of the unwaged and their arguably more urgent needs for constructive and accessible educational programmes of their choice, REPLAN has taken a positive and pro-active position in these developments concerning women. This work is in essence a case study of the operation of the programme.

The overall strategy within the programme is, wherever possible, to translate existing or potential educational resources into resources accessible to the unwaged, and to help those who are responsible for providing these opportunities, to embed such a shift in resource allocation into their structures and policies. Built into this approach are, of course, issues of quality, student choice, good management and imaginative development of the whole practice of adult continuing education. Although the programme has limited resources, we believe we are able to move towards these goals via two broad areas of activity:

- identifying, exploring and enabling good models of education and, in turn, publicizing this work to a larger audience.

- assisting the **implementation** of more desirable patterns of provision through partnership, brokerage, consultancy and collaboration with agencies inside and outside the education and training services.

All elements of the programme are used to achieve this and typically we would like to identify a number of key issues or concepts for further development or action - for example, student support and curriculum, management and staff development, resourcing and policy - developing work in these fields through the various parts of the programme.

A key concept in relation to women has been the creation of a model of provision which tackles all the issues of access, progression and outcomes, personal and economic.

Much of the early work of REPLAN concentrated on the question of women's access, or lack of it, into education. Part of this work included surveys into the attitudes to, fears about and motives for joining in education; part looked systematically at the facts, rather than opinions, about women returners and at ways of removing barriers to access as a basis for planning educational programmes. Much of what we have found out about women returners is already well documented. For example: we currently know for certain that women positively do seek entry back into the training and labour market for a number of reasons, the main ones being: **financial, personal, societal and vocational**.

In the same way, through the counselling and recruitment practices developed in the project programme we were able to document the barriers experienced by women as they attempted to enter education. The major ones can be divided into two broad categories:

- personal and psychological, including lack of confidence and a sense of their own rights to education or training.
- structural and institutional, which express themselves as lack of support or recognition of women's particular needs as students.

Where we have perhaps departed from a more established pattern of action research is in the design of this investigation, which has been organized to create the maximum opportunity for implementing change as well as for gathering and spreading information about new and more successful ways of working. Success in this strategy can be seen in a number of projects, particularly in their "afterlife". In the present stage of the project programme we emphasize this long-term strategic purpose even more radically.

In the same way we are able to make use of even quite small-scale regional financing to identify issues, draw out policy implications and mount feasibility studies on "risky" new developments that tackled some of these awkward issues, in such a way that the chances of moving on from "project" to permanence was greatly improved. Some examples will show how this has been done.

- This year in the County of South Glamorgan, in industrial South Wales, we, together with the County's Economic Development Unit and the Women's Committee, funded a survey into the education and training needs of women, looking in detail at those in the age range 44 to 52 . This material will be presented to three of the county committees and will be used to create a policy for the re-training of women in this county, which includes the capital city of Wales, Cardiff.

- In Sandown College in Liverpool, which has a good record for provision of access courses for women, a study into the matching of this to high-quality new-technology training led this year to the funding of a specially designed course by the MSC which combined the best practice of both.

A number of other minor projects throughout England and Wales, as well as several of the first-phase major REPLAN projects were designed to overcome barriers to access and experimented with models of outreach, women-only provision, counselling, childcare support and curriculum. The importance of all these elements in bringing women into education is well documented in project reports, and evaluation and further analysis has drawn out careful conclusions about the resource, staff development and management implications of the work. In projects we also find, as in other parts of the programme, that the interests of women coincide with the interests of the entire target group, in terms of creating imaginative, responsive and essentially relevant and enjoyable education. What perhaps is good for women is good for all. In the same way we have been able to cross pathways with other colleagues working on other specialisms - the needs of black and Asian students, students with a disability and students in particularly deprived geographical areas, rural communities and regions where there are run-down primary industries.

The rate of success of the projects in bringing about permanent change inside the sponsoring agency naturally varies. Although we are now moving to a position where we expect continuation of project activity once funding by REPLAN ends. We are also fortunate within REPLAN to have a programme which has a number of complementary elements and the lessons drawn from one part of the programme can be made quickly available to many more people through a number of other aspects. In this way we are actively involved at present in a wide publications campaign which in its turn is supported and strengthened by our staff development programme and by regional and national networking activities that bring us into contact with educators, students and others.

In the area of women's education we feel particularly the importance of staff development, both in changing practice and empowering and developing women tutors. This has led to the development of special modules of training for those working with women, including male tutors and managers, and has also led to the creation of women-only tutor courses where training in assertiveness skills, management and organizational skills have been particularly prominent.

There are examples of this emphasis on training from all the regions; the two examples below will indicate the type of programme and attendance we expect.

Working with Unwaged women
N.W. Region

Methods & Materials: Essentials for Women Returner Courses. E.A.R.A.C.

To maximize the impact of the staff development programme, we have concentrated on two strategies:

- One has been the creation of training materials with accompanying instructions for use which makes them suitable for a wide circulation. Examples include videos produced in both the N.W. region and the Northern region.
- The other has been the investment in "trainers" who will become a resource, sensitized to the whole issue of work with the unwaged and able to provide training modules within their own organizations and geographical areas. The

intention here is to create a body of skilled people who will ensure that such issues remain on the agendas of educational agencies and become integrated in established training provision.

At an early stage in REPLAN it became obvious that if we were to be successful in using a relatively small programme to bring about major changes, we would have to develop some effective and strategic dialogue with key people and organizations. These would be the policy makers and the people who put the policy into action. To some extent this is met by the staff development activities and materials, but we have added to this the REPLAN women's networks, which operate at regional and national levels. A large part of this early networking has been concerned with the setting up of support mechanisms for field workers. This has helped to provide mutual support for workers, who may be isolated or otherwise unsupported in their own organization; it has set up a pattern of open discussion and free exchange of information between workers, to everyone's benefit, and has led to collaboration and resource sharing in a field which is otherwise often starved of funds. Such networks operate in all REPLAN regions and can, incidentally, perform a number of valuable services to educationists and students at large through their other activities. For example, the REPLAN women's network in Wales produces an annual directory of education and training opportunities for women across Wales, the only organization to do this. Other networks, for example, that of the North East of England, produce a Women Returners Newsletter, which carries topical articles and information for students, tutors and managers. Many of the networks have links with local radio and television and the press, as have many projects and all field staff.

At a national level we mounted a major conference in September 1986 which brought together women from all spheres of adult education with other women in order to discuss priority issues. These included the needs of rural women, training in non-traditional skills, finances and resourcing, the needs of black women, advice and guidance and many others. The conference received wide publicity, including national coverage on one of the major B.B.C. women's programmes, and brought out a conference statement which was circulated widely in Britain and abroad. It also gave a psychological boost to the regional networks, introducing new women into them and suggesting new strategies.

The networks particularly aid us in promoting debate and effective collaboration among a wide range of interested bodies and partners in education, as the composition of the groups is unusually broad, in conventional adult education terms. The national REPLAN women's panel, for example, draws its membership from organizations as far apart as the Open College, the National Federation of Women's Institutes, the National Union of Teachers in Further and Higher Education and voluntary sector education providers. This pattern is repeated in the regions: for example, in Wales membership and involvement with the REPLAN women's network includes the E.O.C.* Commissioner for Wales, the major voluntary education agencies, the MSC as well as major local authority providers, local politicians and a member of Parliament. We are able to regularly collaborate on a number of activities, including the development of more courses, the sharing of information and resources and, where appropriate, the development of policy recommendations e.g. work with the South Glamorgan Women's Committee.

We are still conscious though that the measure of institutional change required to make real advances in accessing education and training for women returners and promoting opportunities for further development and for acceptable outcomes in social and economic terms is significant.

At the moment we are looking particularly at ways of making our networks more effective in promoting change and this may mean, as we plan to do in the case of women, more selective discussions with targeted individuals and organizations in order to agree to common principles and to explore ways forward. We plan a further major conference for policy makers in the spring of 1988, and will raise at that conference the nature and policy implications of our "ideal" model of provision. This kind of discussion we hope will be mirrored in the regions, possibly through the staff development programme, possibly through consultancy and jointly funded strategic projects. Much of it too will still be effected by the publicity of the work we have carried out and by the impact of individuals and of teams of locally based REPLAN workers in counties.

Returning to the model of provision and to the question of progression and outcomes, there are a number of ways in which we see the programme exploring and developing these themes. One important group of workers in this are the REPLAN workers employed by the local education authorities. A number of these workers are able to make recommendations to local authority committees.

The present focus of the REPLAN project programme is geared particularly to encouraging initiatives which will lead to long-term structural and strategic change within the organizations of the major educational providers. It is also concerned with investigating the whole problematic area of real opportunity for progression through the system and the even more difficult area of realizable and acceptable outcomes for the student. Several new projects within the programme are designed to explore organizational as well as curriculum issues involved in this, and the joint sponsorship of projects with agencies other than educational ones helps this become more likely.

In addition to the above, two new initiatives within the programme are concentrating particularly on this task of encouraging institutional change. These are:

1. Research into successful equal opportunities policies in Colleges of Further Education.

2. A further national bulletin reflecting the issues of the conference and intended to promote debate among workers of all levels.

Much of the work we have done, and are doing with women, needs to be refined. We are conscious of moving into a new stage in the work of the programme where we need to look further than the field of education to firm up the useful and productive partnerships we have made with agencies on the fringe of the educational world. We feel very strongly that education has much to learn from and should work more co-operatively with colleagues in different disciplines. Work with women particularly emphasizes how pointless it is to isolate educational experience from the rest of life. Without being opportunistic, we also need to make sure that the educational needs of unwaged women are not forgotten or compromised in the many discussions that lead into new national developments such as Open College or Task Force or integrated programmes funded by the European Community. We can do this in a number of ways, including setting up direct consultation between clients and policy makers and by brokerage and consultancy. This kind of activity is increasingly important within REPLAN and possibly hints at the shape of the programme to come.

One thing is certain and that is that there will be a continued emphasis within the programme on the importance of Equal Opportunities Policies, and how this translates into working practice will ensure as fully as possible an exposure by REPLAN of the issues involved.

We hope that by continued consultation with educators, students and national bodies concerned with women that we will get the issues and their balance right.

Discussion

REPLAN emphasized that it was not in the field of training for jobs, but rather in releasing talents that might lead to employment. The Northern Ireland representative commented on the need for individual counselling and pointed out that there was a danger of establishing false categories of groups. There was a need to engender a programme of personal development and a source of enjoyment in learning, the outcome of which might be employment. There was an acute need for broad-based provision rather than narrow skill training coupled with accurate and accessible information. It was seen that the outcomes of, for instance, **long-term unemployed adults** in Liverpool engaging in a Creative Writing Course was problematic if only judged against a criterium of re-employment. It was pointed out by REPLAN that their role was only of facilitation of institutional change rather than direct provision.

This could be effectively achieved through "networking" and the REPLAN initiative was heavily dependent on the activity of its field officers who were taking an "honest brokers'" role with providers of adult education. Other countries commented that this may be a luxury compared with the constraints of job training. The discussion closed with a debate about the prospect of the well-trained adult in a social context of low job availability.

NEW CHALLENGES TO ADULT EDUCATION WITH UNEMPLOYED WOMEN

Monika Oels
VHS Charlottenburg
Berlin

1. Are women a target group?

In the 1970s and the early 1980s women became target groups in the field of vocational training as well as in other spheres. Ten years later the structuralization of unemployment is still on the increase, with women being heavily affected by this process. All those special programmes and model projects were not able to halt this ongoing process of filtering women out of the labour market.

Why are target groups "designed" at all, we should ask. Why are the remedies concocted especially for women so ineffective ? Ivan Illich once described how women (half of the population!) could be located amongst the "disadvantaged" and treated as a target group by the United Nations (UN Women's Decade 1975-85): "The United Nations, the World Council of Churches and government ministries are now employing a multitude of representatives of minorities in order to eliminate such disadvantages. In the beginning these were working-class people and the underdeveloped; now women have become the favourite pets ('Schosshündchen') of 'committed' men." (Illich, Gender, Germ. ed., S.11). Professionals in Adult Education and elsewhere get a job paid by a society which obliges them to play "the target—group game" according to the following rules as analyzed by I. Illich:

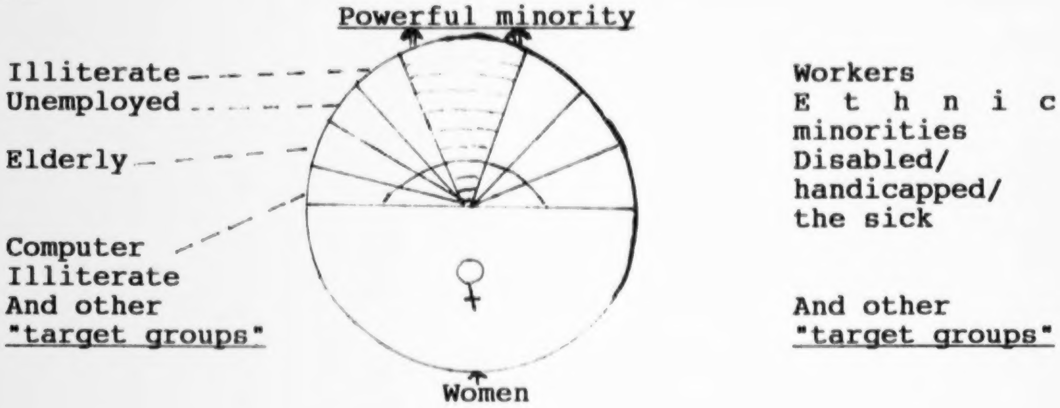
1. Define the minimum qualification (in terms of literacy, health, access to traffic...) of each citizen.

2. Set up criteria to examine (e.g.tests!) and judge the whole society for defining the not-yet-qualified.

3. Offer not-yet-qualified citizens a remedy, self-designed, in a carrot-and-stick approach ("Zuckerbrot und Peitsche") e.g. educational advice, preparatory or vocational training courses!). (Illich, Gender, S.187/188)

Looking back at all the target groups that adult education was asked to concoct remedies for or offer "carrots" to during the last ten years, we see that it represents an impressively large section of the whole population. (Refer to Table 1)

Table 1



By incorporating all the groups in the above circle one realizes that a powerful minority is playing the "target group game" at the cost of the majority of the population. That is why it is such a nuisance listening to smart adult educators talking about "their" target groups and enumerating women in a sample of handicapped, immigrants, or any other part of the larger "rest" of the population. The greatest shortcoming is that ultimately the target group designers (want to) fail to offer enough of the remedies (like adult education) needed, just bits and pieces, for otherwise their position and their tasks would be endangered. Changing the criteria for the notion of "minimum qualification" by reducing or abolishing such barriers still means thinking the unthinkable.

During the courses for unemployed women at our institute, which we have been organizing for eight years now, we found out that we could better have run courses for employers who are continuously laying off staff so as to keep up their motivation of "employing". Most of the "shortcomings" attributed to unemployed women by the labour office/exchange/MSC ("Arbeits Amt") or unwilling employers turned out to be the result of one-eyed target group designers not being aware of their own marginalizing selective policies.

* The MSC asked us to motivate these women for re-entry into employment. The women, however, were already highly motivated in finally finding a job again, but there were no jobs available for them.

* The MSC asked us to teach them how to work (getting up early, keeping going for eight hours, order and discipline.....). The women, however, knew better than us how to work hard. Most of them had been at work for ten to twenty years in the metal and electronics industries. They had to work on assembly lines with piecework wages, on shiftwork and at the same time manage households, usually with several children.

* The MSC asked us to motivate them for second-chance courses in general and vocational education, because most of them had no school-leaving or vocational certificates, and to show them how to apply for a job. If there were more jobs, however,these women would not need any written application or certificate to get these simple, low paid jobs. Because there were fewer jobs left now, the definition of the minimum qualification and accordingly

of the not-yet-qualified could easily be lifted. But the women who really wanted to train for such certificates were soon told that they were too old, that they did not have the proper entry qualifications, that they did not have the proper "olympic" state of health for most of the occupations they wanted to train for, that they should furnish proof that their children would be taken care of while they were on the course etc.

* The MSC asked us to help these women with their social problems during the six weeks' course. Most of the problems that the women had to deal with, however, were financial and legal ones, a good part of them concerning conflicts, cutbacks, denials by the labour office.

This list could easily be continued. There were always far more women interested in continuing learning than money available for running courses, especially if there were neither qualifications nor fees limiting access, and child care and other facilities were available instead.

As Burkart Sellin, CEDEFOP, pointed out, 75% of the EEC funds for training the unemployed is spent on courses with young people, most of them boys. Why is such a lot of respect and charity available for the young people? From our experience we suppose that one main reason is the fear of anarchic, unrespectful, powerful deviant behaviour that boys tend to show when in distress. Women usually do not throw stones or smash windows in the streets when they are long-term unemployed. Everyday life still demands a lot of housework and caring from them. Adult education could back them up, help them to find ways out of their isolation and make their distress and its causes visible to others. The German poet, Bertolt Brecht, described such a courageous unemployed woman in the following poem:

THE PURCHASER

**I am an old woman.
When Germany had awaken
The benefits were curtailed. My children
Gave me a penny now and then. However, I could
Hardly buy anything. The first while
I went less often to the shops where I
had formerly bought.
But one day I thought it over and then
I went again, anyway to the bakery every day and to the
greengrocer's wife
As an old purchaser
Carefully, I made my choice among the food items
I took no more than before, but not
less either
Put the buns with the bread and the leeks with the cabbage
and only
When the accounts were made did I sigh
Rummaged with my stiff fingers in my
small leather pouch
And admitted shaking my head that my money
was not enough**

To pay for that little bit, and I left
The shop, shaking my head, looked at by all the customers.
I said to myself:
When all of us, who have nothing
Do not longer appear where the food is displayed
People might think we do not need anything
But when we come and cannot buy
They know.

(Bertolt Brecht, Suhrkamp-Werkausgabe, 1935)

2. Unemployment in a risks society ("Risiko-Gesellschaft")

As a head of department in science and technology I have been working in a "male" area for many years now. Through this kind of work I have developed a different understanding of security and risks. As mother of a daughter and a son who are teenagers now I am often enough confronted with their radical questions concerning the poor state in which we are going to leave the world to them. The fact that some of these desperate youngsters turn to throwing stones seems to me a small risk compared to the risky course the development of science and technology has been taking the last couple of years. Women or youngsters have rarely been involved in the planning process, but many of them were relying on technological development as "progress" towards humanity. The first time that many women lost their confidence in a future with new technologies was the spread of nuclear weapons all over the world. In 1981 there was a big Women's Action in front of the Pentagon in Washington calling for disarmament. One of their posters said:

They say they will protect us
but we have never been so endangered.

Besides the peace issue, including the military use of nuclear and computer technology, new ecological problems have arisen. The Tschernobyl nuclear catastrophy was one of a series of ecological disasters which was globally "effective"; it hit the rich and the poor, men and women, the technocratic elite as well as their "objects" and consumers alike.

The German sociologist, Ulrich Beck, described this new "effectiveness" when he said that necessity is hierarchic, whereas smog or radioactivity are "democratic". This is one of the three main caracteristics of the "risks society" ("Risiko Gesellschaft"), a notion that he brought into the discussions after the Tschernobyl accident (Ulrich Beck, "Risikogesellschaft, Auf dem Weg in eine andere Moderne", Edition suhrkamp, Neue Folge, Band 365, Franfurt 1986). The notion of the "Risks Society" spread widely, and even the honourable "Rationalisierungskuratorium der deutschen Wirtschaft" (the Rationalization Board of German trade and industry) soon ran a conference on the subject.

The second caracteristic is the increase of personal risks. There is an ongoing process of individualization of social inequality, of "being set free" - without any freedom or equal opportunities to cope with the new difficulties. One area is the breaking up of traditional family relationships, the splitting up of marriages and relationships. The new "singles" are caught up in a sort of standardized singularity, a contradiction in itself. Their freedom rarely exists in any state of emancipation, even when enough money is available.

The other area where people are bound to take on more and more risks is work. Unemployment as a temporary state or as a long-term fate is affecting an increasing percentage of the workforce even when statistics are being treated "cosmetically" according to new orders cutting off certain groups. There is a growing gap between the haves and the have-nots.

Among the haves there is a new hard line developing between those few belonging to the core long-term staff ("Kernbelegschaft"), well qualified with a "safe" job and the rest - making up the majority - of marginalized temporary low paid staff (not necessarily less qualified) and poorly represented in the trade unions. A German feminist researcher called this process the "housewifization" ("Hausfrauisierung", Claudia von Werlhof) of the workforce. It is not by accident that women are more often found in the marginal staff ("Randbelegschaft") than in the core staff, although men are increasingly affected, too. As unemployment payments are mostly work-oriented and in the long run also family-oriented, women get very low pay or none at all when they are on the dole. An increasing number of them have to apply for social security. In a time of continuous cutbacks in social and educational budgets they take a special risk of becoming very poor, just when their social networks are breaking down too. What was first analyzed in the United States with unemployed black single parent women has now become a current trend in the higher industrialized countries: feminization of poverty ("Feminisierung der Armut").

Besides the increasing risks that we all have to face at work, in family life, and in our environment, there is the double ethic the risks society has developed. There is an acknowledged hard world of profit orientation in economics. It allows employers to lay off sections of their staff without taking on social responsibility for their fate, merely to maintain the profit margin they were used to having before. They did not - up to now - have to put onto their balance sheet the social and ecological cost that was sometimes caused by jobs which damaged health and production plants and methods polluting the environment. The pursuit of one's own happiness, the economists said, was the best guarantee for everybody's happiness. Outside the economy, e.g. at home and in the community, people are asked to show charity, love and solidarity with the disadvantaged, poor and handicapped, to take on social responsibility. Adult education institutes seemed for a long time to belong to this second area, a soft charitable world where the unemployed could go to an enjoyable course ("carrot") after having been sacked ("stick").

The Swiss philosopher, Hans A. Pestalozzi, a former manager of the big Migros company, called this contradictory state of mind our "ethic schizophrenia" ("Ethische Schizophrenie", Hans A. Pestalozzi, Nach uns die Zukunft). He asked the employers to give up the narrow-minded balanced budgets just for their own firms and to include the social and ecological costs that they were creating outside their own doors, e.g. by unemployment, environmental pollution, risky technologies and shiftwork. In Germany just lately a book was published about the "ecological billions" (Ökologische Milliarden, Lutz Wicke) of damage that is caused by our industries and which up to now have largely been paid by the state, e.g. by the taxes from everybody. The author did interesting "holistic" calculations and balance sheets for the ecological cost of different products and technologies, many of which could no longer be sold at a reasonable price on the market if the producers had to pay as well for the overall damage and risks caused by them.

3. Current "trendy" solutions in adult education

A popular line in adult education with the unemployed are courses aiming at "target groups" and their shortcomings. Their contradictions were discussed in the first chapter, taking as an example courses for women. Johanna Vogel has just pointed out very similar difficulties with such courses for immigrants. The consequences, however, were different. We decided to give up this kind of courses after we had learnt enough about unemployment through them, whereas Johanna Vogel's Adult Education institute did not give them up because of the general social work's partly softening the misery of everyday life in unemployment. We tried to find a new framework with positive perspectives for inserting social work, leaving out the simple charitable or consoling elements and backing social change.

The most fashionable line taken by labour offices and co-operating adult education institutes is training the unemployed for new technologies. These are the very technologies which contribute highly to unemployment, especially in the area of low-skilled work where women have always been over-represented. The new jobs arising from new technologies go mostly to the core staff or to highly specialized younger newcomers. In the seventies and the early eighties training in computing seemed to offer a "higher" qualification and no proof seemed to be needed for that. Nowadays, however, and according to the latest technological development, computing is more realistically assessed as being "another" or "different" or "additional" if not lower qualification compared to the average vocational apprenticeship. This is mostly due to more and more standardized "user-friendlier" ("benutzerfreundlichere") software.

This knowledge just lasts for one generation, but the notion of "generation" has become very narrow in the computer industry: it lasts for 3 - 5 years and we are being confronted now with the seventh! For those (left) in jobs new educational needs are arising continuously. The unemployed are very often trained on older machines as the educational institutions cannot afford constant change in expensive machinery. The datatypists and operators trained in the seventies have meanwhile often been laid off or have had to train for a new job. Datatyping and programming as extra jobs have become superfluous as a result of the latest technological developments. The myth of job creation by computers is being destroyed by the ongoing economic crisis and, since 1985, the stiff competition on the international computer market when bigger multinational firms had to lay off sections of their staff or even went bankrupt. Even IBM in Germany declared a stop on new appointments in 1987, but they still can afford an equal opportunities programme. In many a firm the point has been reached in which there are no visible additional new areas for installing computers. There is just a demand for replacing older hard- and software.

Pushing computers into educational institutions seemed to me to be a last desperate marketing strategy for computer industries financed by state programms. Where the normal budgets are hit by heavy cutbacks, in which there are hardly any funds left for the (former normal) teaching resources like books, scissors and paper, adult education does not know how to finance the costs computers bring with them, like floppy discs, paper, maintenance and repair services and necessary replacements after 3 - 5 years. In the German liberal weekly *Die Zeit* a few months ago an "historic" article summoned up the latest research work in firms under the powerful title: Are computers economic? That is why we should carefully re-examine the line followed in computer training courses with the unemployed. There are as few chances for women in computing as there are elsewhere on the labour market. It is just that clever advertisers in a young industry have found a trendy line to promote women and new technologies, using this combination as an effective marketing strategy. Female unemployment caused by computers in many other areas and everyday risks for all of us through their use in the military sector and in combination with other dangerous technologies are usually not taken into account.

4. Symptoms of crisis and necessary questions

There are other new occupations and vocational training programmes coming up that should be seen as a *call for reflection or/and suspicion* concerning our aims of adult education with the unemployed. They are areas of typical male "activities". With increasing unemployment the gap between the rich and the poor is growing. More and more people who can afford it are buying security installations, systems and services for their possessions and properties. Many microelectronic devices are being installed in their homes, shops and factories. As a colleague from Holland told us, they have in fact started to train unemployed people for *security services* of this kind.

In Berlin a desperate adult educator who tried hard, but in vain, to secure more money for unemployed youngsters just lately said in an interview for the local radio station that he himself was going to look for a vocational training course in *street fighting* or in *bribery* ("Bestechung") because this seemed to be the only effective way of changing the politicians' minds after all.

Especially in the fields of unemployment and environmental pollution *"catastrophism"* (Catastrofisme, Michael Schneider, "*Ohnehin dote Fische schwimmen mit dem Stroom*") is spreading among teachers. Knowing more about many of the invisible, untouchable damages and risks than the average citizen, they tend to loose positive utopian perspectives and either give up teaching (mostly for turning to "action") or reduce their teaching to short-term answers to the practical everyday problems that the unemployed on their courses have to tackle. They are then bound to be "burnt out" after a couple of years because they are doing a kind of "Sisyphos's work" and cannot seem to see a cloud with a silver lining anywhere. I was happy to observe that the unemployed taking part in environmental protection programmes kept telling the teachers that they did not want to be bothered with apocalyptic visions; their lives were full of such visions anyway. They were looking for jobs which might promise positive contributions to a change in society. They are the sort of students that Walter Jens, a German professor and philosopher, must have had in mind when he asked adult educators to join in the production of energy for living ("Produktion von Lebensenergie") and to point out in their courses what the restraints of the existing society are like and how they might be overcome. (Walter Jens, Rede auf dem Dt. VHS-lag 1976, veroffn. in "Ort der Handlung ist Deutschland").

As we have entered utopie or "nowhere" (W. Morris) now, I want to recall what a colleague from London, Titus Alexander, wrote in a paper entitled "Against vocational training for the unemployed" with the subtitle "a moderate view":

1. The unemployed are people whom society has failed to give the means of earning a living: we have failed first, to provide enough opportunities for paid work or an independent income so that people can live well without work; and second, we have failed to equip everyone with the skills to compete equally for those jobs which exist.

2. Training people for work which does not exist is pointless and demoralizing. So long as unemployed people vastly outnumber job vacancies, we would be better off teaching the unemployed how to become efficient and discriminating burglars: some wealth would be redistributed, stimulating demand and creating jobs in areas of high unemployment as well as the security industries in prosperous areas; fewer burglars would be caught, thus reducing prison costs and public expenditure; and the thief's dependence on the rich would create social stability otherwise threatened by large numbers of people with little money and lots of time.

The last few suggestions should be a positive provocation helping to bring about a "fresh breeze", as we say in German, into our daily adult education work with the unemployed. We have, for sure, had more questions to rise than answers to give. We want to make a small contribution to the broad range of possible answers by giving a sort survey of two new types of courses that we are running in our institute.

5. Preparing for new jobs with social change

1. "Counselling in environmental protection"

The concept of our course "Counselling in environmental protection" ("Umweltberater/in") was developed two years ago. It was an answer to a new demand for additional ecological qualifications in combination with many jobs. We could see the development rather early because we had been running elementary courses in ecological education for consumers for several years. This year, even the Federal Ministry for Environmental Protection and the Federal Labour Office (MSC) ("Bundesanstalt für Arbeit") have published corresponding research results on new ecological jobs developing on the labour market.

The new jobs, however, mostly go to men. There is a broad range of well-qualified unemployed women with university and other degrees or formal professional qualifications who would like to enter this new vocational area. The labour offices/Manpower Services Commission ("Arbeitsämter") who have started some very long and expensive ecological training courses in some regions of the Federal Republic of Germany, mostly select male participants for them. Very often, selection criteria (partly unconscious) like age, gender and formal qualification add to the already discriminating aspects of timetable, place, cost and non-availability of child care with this very effect of giving more chances to men.

Our course is just a part-time, three-month (200 lesson) course in the afternoon, twice a week, including two weekends and one five-day trip to Western Germany. The price for unemployed participants is low: DM180. Ninety per cent of the persons applying for the course are women. We just ask for participants who have had a recognized training for an occupation of any kind and some professional or personal experience in environmental protection as entry qualifications. Most of the people coming feel personally endangered by the continuing pollution of our environment. They do not only aim at a job in environmental protection in a trade/craft, at an office or in industry, but they also want to change their own everyday lives according to what they learn on the course. They want to live the same ecological ethics both on the job and at home. There are no final exams on the course. Instead, we ask the students to work on select projects of their own choice in a group (e.g. water pollution, energy or recycling problems etc.), to give one talk on a subject especially interesting to them and to write two summaries of lessons. The course has to be attended for at least 80% of the time. We are running the third course now and we have never had such a low drop-out rate (about 1 out of 20) as in this course as the motivation is very high. In the end participants receive a detailed certificate on what they have been learning on the course. The teachers are the living example of the contradictions which might bring about ecological change in society; they come from state or research institutions, both conventional and alternative, and also from different ecological organizations like Greenpeace, Robin Wood or more local initiatives. Typical areas where the first few participants found jobs were journalism, adult education and environmental administration. Nobody left the course without the ecological performance of his\her private everyday life being affected.

2. Caretaker ("Hausmeisterin")

Private, charitable or public housing administrations offer well paid jobs for people with a broad, but simple qualification in all sorts of repair, cleaning and inspection work. While women are mostly offered the cleaning jobs, men get the better paid ones, including repair, inspection and some administrative work. The "male" jobs are usually offered with the condition the worker takes a flat or house at a very low rent in the area where the work has to be done. A formal apprenticeship in a craft is not necessary for a job application. There were two reasons underlining the design of a special course in grounds caretaker (Hausmeisterin) for women. The first was the experience that long-term unemployed women very often neither have an occupation for which they have been trained or formal qualification nor satisfactory living accommodation. If they have children they suffer from the separation of working and living, but this job can be done in the very house they are living in, and independently, as far as the timetable is concerned. The other was the private and professional experience with the performance of males doing this job: they are often rude, authoritarian and rarely social. There was a hope that the atmosphere in houses, schools and office buildings might become more friendly and congenial if women were the caretakers. The course consists of 150 lessons and is held twice a week in the evening for six months. The contents were developed by talks with housing administrations and women on the job. The course offers a broad qualification in the repair of wood, metal, sanitary installations, electricity; in redecoration, environment-friendly housekeeping like biological gardening, cleaning and recycling, and in using environmental-friendly materials for repair. What is basic knowledge within this framework is defined by the participants, depending on what they already know and what they need in their homes. Each part ends in a flat or house of one of the participants where the chosen repair work can be carried out in a practice situation. In addition there is a part dealing with legal problems concerning rent and working contracts and a part which trains people in handling conflict situations between tenant and landlord or landlady. The course is free because most of the women coming to our adult education institute are doing this for the first time. As the course is published in a cheap mass daily there is a huge demand for it, right from the first notice. After the course there are more jobs available than women prepared to move for a new job. Some women also use the job to tackle all the problems in their households they cannot solve themselves because the husband is gone or money for repair services is not available. So, even if they do not want a job afterwards they at least get important financial and personal relief.

6. These were then two modest essays on finding solutions to complex needs relating to private life, as well as to jobs and politics. Our approaches have to become more holistic, and this includes conferences on adult education. Therefore I should like to invite you to listen with me to one of my favourite songs, "Shipbuilding", offering a very compact view of a recording artist on traps into which we tend to fall.

SHIPBUILDING

's it worth it
A new winter coat and shoes for the wife
And a bicycle on the boy's birthday?
It's just a rumour that was spread around town
By the women and children.
Soon we'll be shipbuilding
Well, I ask you
The boy said, DAD THEY'RE GOING

TO TAKE ME BUT I'LL
BE BACK BY CHRISTMAS.
It's just a rumour that was spread around town
Somebody said that someone got filled in
For they say that people get killed in
The result of shipbuilding
With all the will in the world
Diving for dear life
When we could be diving for pearls.
It's just a rumour that was spread around town
A telegram or a picture postcard
Within weeks they'll be re-opening the shipyards
And notifying the next of kin once again
It's all we're skilled in
We will be shipbuilding
WITH ALL THE WILL IN THE WORLD
DIVING FOR DEAR LIFE
WHEN WE COULD BE DIVING FOR PEARLS.

Elvis Costello

Summary

Lesley Hart, University of Strathclyde

Ms Oels gave an extremely stimulating and at times controversial talk. She began by questioning the concept of women as a target group. Perhaps, she suggested, they were so defined by what is, in itself, a minority group, i.e. 25 to 35 year-old men. She then questioned why so much money was being spent on young people in Europe, rather, for example, than on older women. She came to the possible conclusion that a government sees young people as being more of a threat than older women. Women, incidentally, she reported, are, in the German labour office, defined as being elderly at 35+.

Ms Oels was depressed about many of the developments in the European workforce. She saw more and more examples of two groups of workers emerging in firms. One might be defined as the full-time core staff and was mainly male and the other, mainly female, consisted of part-time workers on temporary contracts. This latter group was becoming more and more marginalized.

What can be done to help unemployed women? Many people believe that training programmes should meet the demand of the labour market and that therefore the thrust of present-day training for women should be towards information technology and computing courses. Ms Oels questioned the exclusivity of this training and suggested that perhaps there were not quite as many jobs, especially for older women, in computing and information technology as governments would like to claim. She then described some of the courses offered in the Berlin Volkshochschule. These included the following:

- a course leading to an external examination in home economics
- a course on women and crafts
- a course for women caretakers
- a course in environmental counselling (most entrants to this course, although not all, are female)

All the above are examples of divergent thinking on men and women and question both traditional and modern views on the interests and aptitudes of women.

Ms Oels wants to see the end of trendy solutions to the needs of women and a much more radical re-thinking on the part of European governments as to appropriate training and education for a group which within European society accounts for at least 50% of the population.

UNEMPLOYED MIGRANT WORKERS AT THE VHS

Dr Johanna Vogel
Münchner Volkshochschule
Munich

Preface

I have been responsible for a programme for foreign workers and their families at Munich Volkshochschule for about 12 years. We offer a varied programme of adult education courses, e.g. German-language courses (for workers, women, young people up to 20 and scholl children), vocational training courses, programmes for unemployed youth, etc..

The following report reflects initial experiences with seminars for long-term unemployed foreign workers in collaboration with the employment office in Munich.

Economic crisis

In times of economic crisis it has always been the migrant workers who were the first to lose their jobs. In accordance with their primarily regulative function in an unbalanced labour market it is just as easy to employ them as dismiss them e.g. as a result of reorganization measures in businesses and firms. Unlike the German workers they hardly have any lobby - not even in the trade unions - to effectively combat this mechanism. Through what, statistically seen, appears to be a "migration balance" in the percentage of employment of migrant workers, it has, from the perspective of domestic policy, for long time been possible to conceal the drop in employment percentages as a result of economic failure. The migrant workers who were dismissed packed their bags and returned back home - the balance on the labour market was restored.

This mechanism functioned reasonably well up till the employment stop at the end of 1973, as one can easily see from the development of the number of immigrants up till the present time. The employment stop, however, brought about a fundamental change in the migration patterns of foreign workers, in particular the Turks. As a second entry into the country was impossible, they prepared themselves for permanent residence in the Federal Republic and brought their families over. The migrant worker's mobility dropped drastically; their regulative function in the labour market became doubtful. And the Federal government's renewed attempt to ease the tension in the labour market, through the so-called Remigration Aid Act, can now be considered a failure. Although many unemployed migrants, mostly Turks, have returned uncertain and disillusioned to their country of origin, the majority of them drew a different conclusion. They take into consideration the rights they have acquired through many years of work and consciously use the opportunities provided by the social network.

This can be seen in the unemployment figures of the Federal Bureau. Whereas previously the unemployed migrants hardly figured at all in the statistics, today they are at the top of the list. In Munich, for example, 20% of the registered unemployed are migrants; the nationwide figures in the industrial areas are hardly any different. Unemployment among migrants is therefore much higher than among Germans (13,1% foreign and 8,7% German unemployed). In fact the percentage of unemployed migrants should be put even higher, as the migrants lose their residence permit as soon as they are forced, for whatever reason, to apply for social benefits. They are then forced to leave the country and are therefore statistically "non-existent".

In the light of such obscure facts the Federal Bureau has recently become active and has included the target group of migrant workers in its package of measures for countering unemployment. So-called par. 41a measures for unemployed migrants were put into effect, facilities for training in language skills, whose clients will then be mainly migrant workers (Adult-MBSE). In addition to other measures, migrants registered as unemployed will be sent to intensive language courses by the labour office. This is still all in a preliminary phase, but the "political will" to continue in this direction is unmistakable.

In the following sections I want to report on the first experiences with the new package of measures and on important experiences with the migrants themselves. This will be done from the perspective of educational work with foreign employees at the Munich VHS.

1. Paragragh 41a measures for migrants

These started with an enquiry by the labour office. They wanted to know if we were prepared to carry out motivational seminars of several weeks for long-term unemployed Yugoslavian and Turkish migrant workers. They had realized that it was difficult to provide foreigners employment nowadays due to their insufficient knowledge of the German language. The seminars were intended to motivate these people to learn German, in order to improve their perspectives on the labour market and/or to allow them to proceed with a re-training course at the labour office with a fair chance of success.

There had already been par. 41a measures for unemployed German women for some time at the Munich VHS. They were carried out by the department of vocational training as five-week motivation courses for long-term unemployed women. Most of them had completed a vocational training course and had vocational experience, some of it positive. Most of the women were older than 40.

> "Besides the development of greater flexibility in some of the women, they should all achieve a purposeful and realizable vocational orientation in order to improve their prospects on the labour market. In addition, we should break through the resignation and passivity and encourage their own job-seeking activities".
>
> (From the autumn 1985 report on one of these measures for the labour office in Munich.)

A similar objective should also be set for the three-week par. 41a measures which we carry out. The first discussions on the possible objectives for such a seminar clearly indicated, however, that the problems of unemployed German middle-class women and unemployed Turkish or Yugoslavian migrant workers are, on closer examination, not at all similar.

The differences are certainly not just a matter of shortcomings in language skills or educational prerequisites, but are related to the legal and social uncertainty involved when immigrants become unemployed. They perceive unemployment as threat to their residence status. Because, through an efficient co-operation between the various authorities, sooner or later every unemployed immigrant will fall into the net of the Aliens Law, which evaluates the residence of a foreigner in relation to the "interests of the Federal Republic of Germany". So neither the lack of motivation nor an unwillingness to work or even an unrealistic estimate of their own chances on the German labour market could be considered as shortcomings of foreigners to be combatted by such measures.

On the contrary, migrant workers are in general very keen to support themselves financially, and take any opportunity for work offered to them. They do this so that they are not forced to return to Turkey or Yugoslavia - because they are damaging the "interests of the F.R.G." by applying for social assistance. Then there is the point of the complaints made by the Federal Bureau regarding what they consider to be the unemployed migrant workers' lack of motivation to finally improve their rudimentary knowledge of German after so many year's residence in the F.R.G. and to see the period of unemployment as an opportunity for doing this.

In talks with employees of the labour office as well as in a "labour market discussion" organized by the labour office in Munich in the Spring of 1986, the significance of the migrant workers' lack in language skills for their unemployment certainly proved to be a controversial point. For the migrants who are now unemployed have worked here for many years - despite their deficient language skills - and neither the State, nor the labour administration nor even the firms where they worked considered it necessary to provide them with consistent training in language skills - comparable, for example, to the Swedish model. But it was this "speechlessness" on the part of the migrant workers which was often just the reason that they were prepared to carry out the heavy, unattractive and unhealthy tasks that they were charged with. There are therefore good reasons to suspect - and this was also put forward during the "labour market discussion"- that the migrant worker's purported or real language problems have only just recently been emphasized, so that other, in reality much more serious, reasons for their poor chances on the labour market can thereby be camouflaged.

Some of these major reasons for the present high unemployment are the restructuring of the labour market system, business closures, the so-called structural unemployment, the political attitude in recent years of hostility towards foreigners, an attitude which has aroused the employer's fears and prejudices, and in particular the fact that many unemployed migrant workers can no longer qualify to carry out their previous work for medical reasons.

Against the background of these considerations, we asked ourselves what these seminars should really achieve. Can they achieve more than a short-term improvement in the unemployment figures? Is the function of these seminars more than just an alibi for the public opinion, which should be shown that something is being done?

Despite considerable doubts regarding the uncertain and inaccurate objective, we decided to start with the experiment. After all, the people concerned were the mothers and fathers of our youth. Strictly speaking, they were the actual target group for many of our courses. **In spite of the.........objective we were of the opinion that we could help the people one way or another.**

2. The participants

The labour exchange had called a preliminary discussion meeting at our location. The aim was to explain the purpose of the project and to stimulate interest in it.

About 100 Turks arrived the first morning and in the afternoon about 50 Yugoslavs, carrying the invitation from the labour exchange in their hands, and a discontented expression on their faces. We knew several of those who had come; at some time or other their son or daughter had followed a course in German, done a MBSE or something similar. They showed us the letter from the labour office, which indicated, among other things, that their failure to appear at the meeting could entail a cut in their unemployment benefit. That explained the rush. After we had explained that no one would be forced to participate, most of them left in a hurry, with a look at the clock - a job on the side was waiting. A man whispered to us that those sidelines were needed for feeding their families, as the unemployment benefit was just enough to pay the rent. He seemed in a great hurry to leave.

The statement by our colleagues at the labour office, that they would have better chances on the labour market if they improved their knowledge of German, was greeted by many with laughter. In almost perfect German a Turk expressed what most of them were probably thinking: for 20 years no one had inquired about their knowledge of German, they had been good enough to do all the dirty work, which the Germans refused. Now, old and burnt out, they were to be thrown on the scrap heap. Even if their knowledge of German was good, businesses were increasingly reported saying that they would not take foreigners.

Both we and our colleagues from the labour office were very surprised by this fighting spirit. On the whole, it was mostly the Turkish workers who behaved with self-assurance and self-confidence. A clear proletarian demand could be seen, and also the awareness of being someone, of having dignity, even in unemployment.

What a difference with those who came in the afternoon. Hopeless, depressed, embittered, many of them marked by alcohol - the Yugoslavians. In the course of the next few weeks, as we got to know the participants in the seminar, we found an explanation for this strange difference: almost all of the Turks had brought their families to Germany, were strongly bound by commitments to their families and therefore felt at home, despite everything. Most of the Yugoslavians, however, had been living alone for many years or had been commuting between Munich and Yugoslavia, where they had their families. Apart from the week-end trips home once a month (in the weekend there are regular buses from Munich which take the Yugoslavian migrant workers home) most of them hardly had any serious social contact, only brief acquaintances and, in the evening, beer. Their general state of health was also quite bad. In this regard, instead of a long elaboration, I should like to quote a course teacher who had made notes on the state of health of the participants during the introduction round in a par. 41a- course for Yugoslavians:

- 70% recognized invalidity, numerous operations on the hands and legs, heavy damage to ligaments.
- heavy thrombosis, a leg damaged, cannot do any heavy work.
- 30% invalidity, lumps all over the body.
- 20% invalidity due to an accident at work, right arm seriously disabled.
- 30% invalidity, damage to the eyes.
- 30% invalidity due to industrial accident, one knee stiff, fractures in the arm.
- eczema on both hands, leading to difficulties in finding work.
- operations on both legs, no heavy work.
- heavy damage to ligaments in the legs, pain in the legs.
- 30% invalidity, right arm paralysed, double fracture of the skull, damage to blood vessels due to a mistake by the surgeon.
- 30% invalidity, serious damage to the eyes (contracted during work).
- 60% invalidity, heavy damage to the ligaments in the legs and vertebrae.
- injuries from work, cannot work in certain jobs.

In the seminar there were also seven or eight healthy participants. Two of them managed to get a job during the course of the seminar.

"Invalids, all of them invalids", was how one woman commented on the introduction round. We, the Germans, felt ashamed. Here we could see what exploitation of labour meant. These people's lack of opportunities on the present labour market was obvious. For, as one person put it, where could one find work for an immigrant which was light, quiet and which could be done in a sitting position, and which would be in accordance with his medical certificate?

And yet we still managed to form two groups in the beginning, one with Turkish and one with Yugoslavian unemployed. The idea underlying the course was to work on fundamental legal, social and family problems on the one hand and, on the other, to carefully begin with language teaching (mostly bilingual). In addition - and this was a major concern for the team - an attempt was to be made to find solutions for the problems of the individual participants. So for instance, many legal problems involving work permits or residence permits could be solved;

applications were made for Early Retirement Schemes, and specific re-training measures were considered for some of the younger participants. After the seminar, many participants decided to take part in an intensive language course set up especially for this group. The group structure which had developed by now and the sympathy towards the course teachers obviously played a decisive role in this move.

The first seminar took place in March, the second was organized in the weeks between Easter and Whitsun. This time, to our great horror and dismay, the employees at the labour office exerted quite considerable pressure on the people by threatening that those not participating would have their unemployment benefits cut or even withdrawn. Participants who had registered but failed to appear for the course were thereupon faced with the actual withdrawal of their unemployment benefit. And in several other cases we saw that employees at the labour offices put unemployed workers under pressure and attempted to check on whether they were regularly following the courses.

This state of affairs put us as the organizers and our colleagues in the team under tremendous pressure. It is true that we were often able to quickly dispel any feelings of distrust on the part of the participants; most of them liked to come. The women got dressed up when they came to the seminar, as they told us themselves; they also got involved in other activities at our location. But a starting position which is determined by force is undoubtedly unacceptable as a basis for pedagogical work aimed at adults.

The employees at the labour office are not to blame. They themselves are put under pressure by their agencies and were forced to adopt this attitude. The responsibility lies with the Federal Labour Bureau, which attempts to conceal the fact that it is powerless to do anything about mass unemployment by proposing packages of measures which, again only oriented towards the labour market, discourages the unemployed.

We have to ask ourselves the question: cannot we continue to participate in this programme of the Federal Bureau under conditions which only serve to discourage the migrant workers once again? Or should we boycott it? A discussion on this subject is urgently needed.

To my surprise, the publication of that report in early spring 1986 in the VHS course- and curricula service caused some commotion and led to talks "at the highest level". The frank presentation and critical reflection on educational measures taken by public authorities is still almost considered to be a major sin in our country. But how else can educational work with people be justified other than by questioning one's own actions and those of others?

I consider it all the more important, after almost a year's experience with these par. 41a measures, to note and admit that we did not after all decide on a boycott - despite my initial serious doubts. Instead, we carried out these seminars and are prepared to continue doing so.

The main reason, however, are the participants themselves. Although there was a lot of suspicion towards the project during the first measures, and although the seminars were effected with great difficulty and under the pressures described above, the situation has changed. It is now clear that in many individual cases the situation of the unemployed participants could actually be improved. Several of them found work, even during the seminar. Many of them decided to follow a course in German, something they probably never have dared to do without this stimulation. Some of them are already participating in re-training courses or are on the waiting list. Thanks to the intensive support and advice given to individuals by the course teachers, but also through the very active employees of the Munich Labour Office, many "cases" were solved, troubles with the residence or work permits cleared up and therapeutic measures initiated. And that justifies the effort, in the opinion of the participants as well.

3. Programme of par.41a measures for unemployed migrant workers

Week 1

Monday

-Mutual introduction and expectations of the participants (at the same time, language courses with practical training)
-Structured partner interviews (language course, use of pronouns "DU" and "SIE")

Tuesday

-Common experiences: why unemployment?
-Problems at work
-Evaluation

Wednesday

-Common experiences: Being a foreigner in Germany (language course)
-Text analysis "From the bottom up" (language course)
-Common experiences: the visit to the Aliens Bureau (film)

Thursday

-Common experiences: authorities and forms (language course)
-Aliens Law/Labour Law (presentation)

Friday

-Continuation: Authorities and forms (language course)
-Employment advice: what chances do we still have?
-What is nice about Germany? (role playing)

Week 2

Monday

-Group work: What would Germany do without us ?
-Film on this theme

-Evaluation (language course)
Tuesday

-Common experiences: "In between two worlds" (Family problems, educating children, patterns of life, religion (collage))

-Evaluation (language course)

Wednesday

-Problem: How to manage money?
-"At the bank" (presentation): credit, installments, debts etc.

Thursday

-Municipal museum: "From the handworker to the industrial society" (Industrial and social revolutions) with practical exercises to promote creativity and fine motoric skills
-Evaluation (language course)

Friday

-"Who am I, what can I do ?" (training in self-confidence)
-Role playing
-Evaluation

Week 3

Monday

-Planning game: Looking for a job (how to make contact? how do I apply? reading the job adds!)
-Writing a letter of application. Exercise (language course)

Tuesday

-Employment or job? Information on the German world
-Film and evaluation (language course)

Wednesday

-Employees of the labour office answer questions
-Social institutions (what do they offer? when are they open? and where to find them)

Thursday

-Planning one's life: looking for priorities and choosing between family and work; earning money and enjoying life

Friday

-Continuation and evaluation

-Writing a letter of application. Exercise (language course)

Summary

Lesley Hart, University of Strathclyde

Dr Vogel explained that she had many years of experience working with ethnic minority groups. Most of the immigrants to Germany come from Turkey, Greece or Yugoslavia. Most are young people, but during the last few years, a number of older immigrants have also come to Germany seeking work.

The courses for which Dr Vogel is responsible are German-language courses run in conjunction with the local labour office.

Dr Vogel expressed the view that in times of economic instability migrant workers are usually the first to lose jobs. Up until the early 1970s most migrants facing unemployment usually returned home. During the last 15 years, however, this has become increasingly difficult to do and many more unemployed immigrants are now remaining in Germany. In Munich, for example, 23% of the registered unemployed are migrants. Overall in Germany 13% of all migrant workers are unemployed, whereas the equivalent total for German citizens is only 8%.

In order to help the unemployed migrant workers, a new programme of intensive language teaching has recently been introduced. Immigrant workers attend the Volkshochschule for 3 - 4 weeks. The aim of the course is to improve language skills so that workers can go on to take vocational re-training courses. Immigrant workers in Germany are evidently often criticized for their lack of German but in reality, according to Dr Vogel, poor German is often "encouraged" by employers (if they cannot explain themselves, they cannot complain).

Can these courses really help? The first were held in early 1987 and migrant workers were in fact threatened with withdrawal of benefits if they did not attend. Most in fact, according to Dr Vogel, wanted to attend and indeed enjoyed the course. Although the course was primarily aimed at German-language teaching, time was also spent giving advice, help and counselling on a variety of other matters, e.g. legal, financial and medical problems. Dr Vogel therefore ended on a note of cautious optimism.

THE PRINCIPAL TRAINING SCHEMES AND RE-EMPLOYMENT PROGRAMMES FOR UNEMPLOYED PEOPLE IN THE MID-LIFE YEARS

Bernard Faure
Centre Roannais pour la Formation Permanente (CeRFoP)
France

This presentation, consisting of three parts, forms a broad outline of the main training schemes for adults in the mid-life years in France:

A. A short sketch of the public agencies involved in the French training and re-employment scheme for unemployed adults in the mid-life years.

B. A summary on the general organization and essential characteristics of each measure, e.g. sources of finance, organization and structure of training and financial status of the trainees.

C. Examples of the approach and implementation of training programmes in the above system.

A.The main programmes for training and re-employment of unemployed adults in the mid-life years

1. Measures linked to long-term unemployment

These measures are not related to the age of the unemployed but to other parameters, like the duration of the employment period, difficulties in the re-insertion process, etc.

1.1 Training schemes organized by the D.D.T.E.(Département Directorate for Work and Employment)

Modular training schemes of the A.N.P.E.(National Employment Agency)

1.2 Re-insertion sandwich courses

1.3 Re-insertion sandwich contracts

2. Measures linked to special difficulties in re-insertion

2.1 Local insertion programmes for women

2.2 Local insertion programmes

2.3 Programmes for single mothers

3. Measures linked to qualification

   Retraining contracts

4. Measures linked to job creation

   Retraining schemes

B. Examples of training measures

1. Measures linked to long-term unemployment

1.1 Training schemes for the long-term unemployed

These courses are financed by the National Employment Fund (FNE) and organized by the local branch of the National Employment Agency (ANPE) in co-operation with the Département Directorate for Work and Employment (DDTE).

The structure is as follows: there are two ways of financing the courses. One is administered by the DDTE (flexibility in duration and in ways of financing). The other one is administered by the ANPE (highly structured training schemes). The duration of the course is about 500 hours.

It is also possible to follow such a training scheme privately. The maximum duration is then 300 hours. The renumeration is through the Association for the development of industry and commerce (A.S.S.E.D.I.C.).

The financial status of the trainee following vocational training:
- social security is covered by the state
- renumeration should be 70% of previous salary

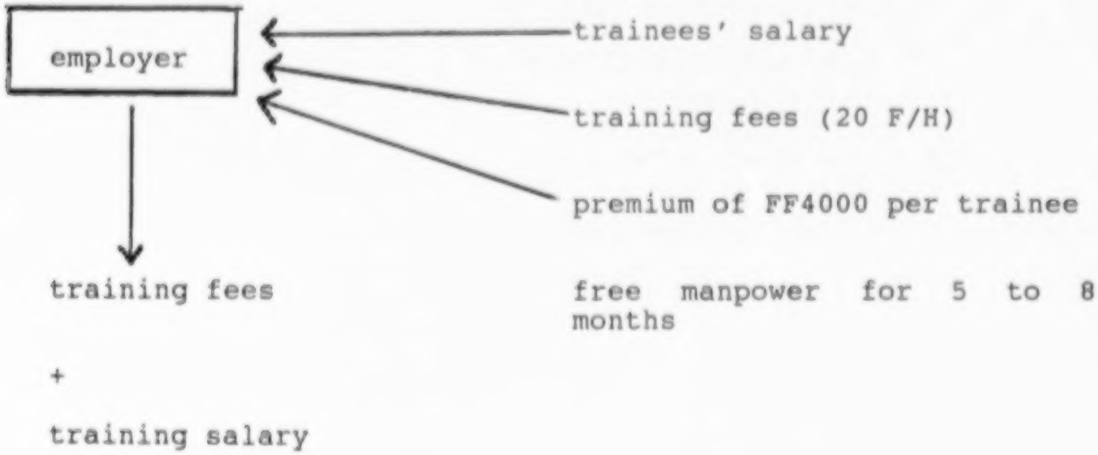
1.2 Re-insertion sandwich courses

The course is financed by the FNE and organized by the ANPE (for the Rhône Alpes region and by the département prefect in other areas).

Its structure is as follows: the trainees follow a course both in a training centre and in a firm. The duration of the course is 5 to 8 months. (see Table I) The state pays the trainees' salary and the training fees. The firm pays nothing, but receives a premium of FF4000 per trainee.

The financial status of the trainee following vocational training:
- regular salary of FF3915 per month
- renumeration should be 70% of previous salary

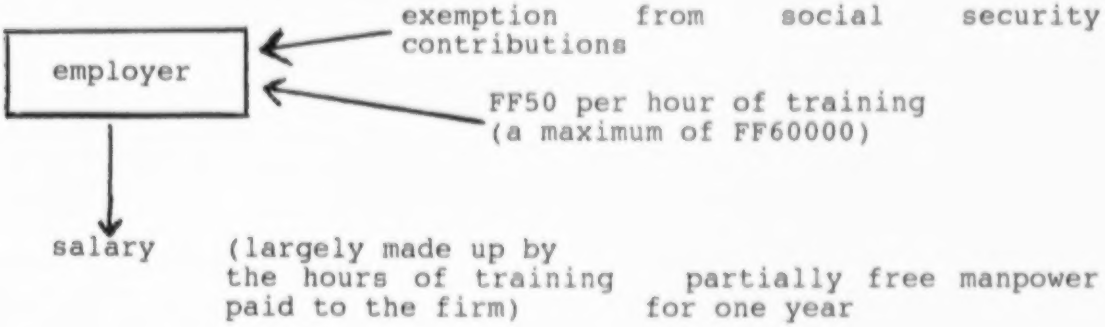
Table I Re-insertion sandwich courses


employer
trainees' salary
training fees (20 F/H)
premium of FF4000 per trainee
training fees
+
training salary
free manpower for 5 to 8 months

1.3 Reinsertion sandwich contracts

These are financed by the FNE and organized by the DDTE. The structure is based a contract offering work for one year involving a training period of 300 to 1200 hours. This training is to be done both in the training centre and in the firm. The employer pays the salary, is exempt from social security contributions and receives FF50 per training hour. (The state pays for the training) (see Table II).

Table II Re-insertion sandwich contracts


employer
exemption from social security contributions
FF50 per hour of training (a maximum of FF60000)
salary
(largely made up by the hours of training paid to the firm)
partially free manpower for one year

2. Local programmes for adults with problems in re-insertion

2.1 Local insertion programmes for women

The target group is women over 40 years old, single and lacking resources. The programmes are financed by the FNE and organized by the municipality. The duration of the course is 9 months maximally, with a training period of 255 hours at the most. (paid FF20 per hour).

These measures should make the best use of programmes provided in the community with the understanding that they have the character of public services or are programmes of general importance.

Financially speaking the trainees are unwaged students in traning; social benefits are paid by the state (FF1800 per month) and also by the municipality (variable).

2.2 Local insertion programmes

These programmes are aimed at adults with difficulties in the re-insertion programmes as well as lack of funds. They are financed by the FNE and organized jointly by public services and agencies, and non-profit associations and establishments. Training and development takes place in a 6-month period, which can be extended once and the course consists of 80-120 hours per month.

The financial status of the trainee:
- remuneration of FF3900 per month by the FNE and the organizer.

2.3 Programmes for single mothers

These are financed by the FNE at FF25 per hour and organized by the Ministry for Women's Rights (prevention policies) and the DDTE (vocational and social insertion policies). There are 600-800 hours of activities of which 300 are for training.

The financial status:
- remuneration by the state of up to 80% of previous wage or a maximum of FF1900 per month.

3. Retraining contract

This arrangement is for employees facing redundancy . It is organized by the ANPE and A.S.S.E.D.I.C. At the time of redundancy employees should be offered the chance by employers to retrain for a maximum of 5 months, during which up to 300 hours vocational training is provided as laid down in the contract.

Trainees are entitiled to social security during this training period and 70% of their previous salary is paid by A.S.S.E.D.I.C.

4. Retraining schemes

The target group is unemployed people, regardless of the duration of unemployment. The course is financed by the FNE and organized by the DDTE with the help of the local National Employment Agency (ANPE), when required by a firm.
Its structure is as follows: a firm wishes to employ people with a particular qualification. Neither the firm nor the ANPE can find these people. Then a training course is set up for the firm and financed partly by the FNE who, throughout the course pays the trainees' salary and some of the training fees. The duration of the course is for a maximum 500 hours.

The financial status of the trainee following vocational training:
- renumeration should be 80% of previous salary (paid by the FNE).

C. Examples of these programmes in the Roanne area

THE ECONOMIC SITUATION and INITIATIVES of CeRFoP

- **Rural sector**

  * Closure of firms situated particularly in the villages: male employees in the metalworking industry are low-skilled and used to working outside at menial jobs.
  * Work of foresters (thinning coniferous forests) is not seen as being cost effective; work is labour-intensive and results of a long-term nature
  * CeRFoP organized a study on how to make the forestry industry cost effective and organized courses aimed at the creation of a firms for foresters; the result was 4 such firms.

  Financing was through the "retraining contract" (5 months' vocational training of maximum 300 hours) and through "production training" ("formation production")

- **Urban sector**

  * Closure of large firms
  * Availability of unemployed people with management, secretarial and computer qualifications
  * Increase in the number of small firms and in the teriary sector
  * A study of the needs and setting up a course for computer experts/operators for small and medium-sized firms was done

Financing was through the FNE placement arrangement for long-term unemployed (See 1.1)

COMMENTS on the METHODS

CeRFoP has from the start of the training course project been involved with the potential candidates (not yet officially recruited, voluntary and unwaged) in:
- defining objectives
- studying employment perspectives
- setting up a structure for running the course ("a unit for vocational re-insertion").

This has necessitated work on information and contacts (firms, Works' Councils (CE), town councils and trade unions); organizing locations (accommodation with facilities); providing a secretariat; providing a part-time animateur for leading the group. These technical provisions, covered by our centre's (a non-profit organization) surplus budget, have been given free of charge.

The final phase of each training programme has been devoted to the creation and "monitoring" (or development assistance) of small new firms.

RESULTS in terms of RE-EMPLOYMENT

As far as the foresters were concerned, there have been 4 firms set up and 9 jobs created. For the computerization of small firms 14 of the 15 trainees were taken into service 3 months after the course.

By way of a conclusion

In judging the succes of a course, how many failures can be allowed, how much money wasted and how many hopes dashed?

According to the view expressed in November 1987 on the French training system for unemployed people in their mid-life years it can be concluded that:
- for the few available jobs there and hundreds of candidates: training is based on selection
- training linked to employment no longer exists except in a very few cases
- training aiming at the creation of jobs is in any case also marginal
- the different programmes provide the mampower free of charge (financed by public funds) which is easily replaceable: the unemployed who during their placement in a firm function as extra employees, the "stop-gap", before becoming unemployed

anew.

Training is important mainly as an employment-decreasing measure; paid jobs which disappear are substituted by paid training placements and make people think that unemployment is due to the lack of training.

Training is presented as therapeutic treatment, while it is often only a small social remedy - **sometimes directed to electoral advantage** - for unemployment, while waiting for better days to come for the unemployed than fate has in store.

A policy of employment in the medium or long term has not yet come into existence: **people are waiting for economic recovery**, a present from a "deus ex machina".

Is this as much to say that the existing system is poor and should be abandoned? We should not, however, "throw away the baby with the bathwater", to quote an old adage.

What are we to do then?

First of all, we must not overestimate the role of training in decreasing unemployment in the cases with which we are concerned. Collect and support the good ideas already in existence, for example, by allowing everyone a training period (with financial reimbursement)to be utilized when he/she **feels the need** in the course of his/her active life.

It is particularly through reflection, comparison of experience and analysis of the data that the best use of Education will be made for the benefit of job seekers without, however, confining education to this role:

Let us not reduce Vocational Education to the role of producing producers when it should be developing citizens.

EXPERIENCE with LOCAL HIGH SCHOOLS for the UNEMPLOYED or "How to Re-establish Self-confidence"

Per Raslow
Liberalt Oplysnings Forbund (LOF)
Denmark

Like most countries in Western Europe Denmark has suffered from mass unemployment for the last 15 years. Many efforts are being made to get the unemployed back to the labour market, and many measures are taken to educate, train and retrain the unemployed. Most sectors of society are involved in these efforts: state and local authorities, the labour-market organizations, educational centres etc. Nevertheless, the unemployment rate continues to be 8-10% of the labour force. Especially women and young people are affected by unemployment.

Unemployment is a social and economic problem for society. But it is also a psychological problem for many of the unemployed persons. Losing your job often means losing contact with other people. You become isolated and after a time you begin to lose self-confidence and faith in your own abilities. Worst of all, the psychological problems may cause you to lose the motivation to return to work.

In my own field of work - general adult education - we have tried to solve these problems by establishing local folk high schools for the unemployment and this paper is intended to give a short summary on these schools.

Background

The high schools for the unemployed combine traditions from the Danish Folk High School and general adult education. It would seem appropriate here to give a short introduction to these institutions.

The first Danish folk high schools were founded in the middle of the 19th century. These high schools were a reaction to academic education, which was only possible for a minority. Everybody had a right to education, but not only a formal education. The most important idea for the Folk High School (FHS) was to provide the common man with "enlightenment on life itself". For "enlightenment is not reserved for a few learned men, enlightenment is a gift of Heaven to everybody", as Grundtvig - one of the founders of the Danish Folk High School - writes in a song dating back to 1839.

The basic idea is that an enlightened and well-educated population is the basis for a democratic and progressive society. Therefore, it is said, after a winter at a folk high school the peasant boys and girls returned to their homes where they set up co-operative dairies and improved pork production. Not because they had learnt about dairies and pork production at the folk high school, but because they had received a general education on life itself. And a well-educated population is more open to changes in daily life than an uneducated one.

Today there are about 100 folk high schools in Denmark. A few have survived from the last century, many have disappeared and many new ones have been founded. The folk high school is still a living institution in Denmark. General adult education in Denmark is indebted to the ideas of the folk high schools. It is a provision whereby individuals can obtain education and information on the basis of free choice. About 650,000 persons attend general adult education every year.

The most important elements of the present law on general adult education are: freedom of enterprise, compulsory economic contributions from the authorities and freedom in the educational programmes.

Adult education is a field of free enterprise. This means that everybody can start his or her own evening school. The only demand is that the person in question have the required education to conduct adult education. However, most of the schools are organized in 3 national organizations, each attached to a political party. AOF is attached to the Social Democratic Party, FOF to the Conservative Party and LOF - my organization - to the Liberal Party. These organizations cover 60-65% of the market. Association with the political parties does not mean that these organizations are political instruments. It only means that the people in the different organizations represent different political views.

Adult education is partially financed by public funds. The participants of a course pay one-third of the fees to the instructor/tutor, one-third is paid by the state and one-third by the municipality. Participants also pay the administrative costs. The municipal authorities may reduce their contribution for certain groups of participants. Classrooms are placed at the participants' disposal free of charge.

A characteristic feature of general adult education is that attendance at courses does not give formal qualifications, which means that participants cannot do an examination. On the contrary, the contents of every course are supposed to be laid down by the tutor and the participants in co-operation. In this way all have an influence on the contents of the course.

From traditional FHS to high schools for the unemployed

About 10 years ago the idea emerged that by combining different adult education courses it was possible to create a school similar to the traditional folk high school. The essential difference was that participants did not live at the school but at home. The target groups were unemployed persons.

The experience of the first schools, started in 1979/80, were very positive and the idea spread all over the country. Today Denmark has about 100 high schools for the unemployed.

The purpose of the school and the main educational principles are to support the unemployed. That includes a wider knowledge of oneself and of society. An essential feature is to rebuild self-confidence by opening up to new aspects of life (creative activities). It is also important to create social fellowship among the participants.

Most schools run courses of 9-12 weeks' duration, with normally 25-30 lessons per week. The contents of the courses cover a wide spectrum of subjects. Subjects like social conditions, psychology, history, culture and aspects of the labour market are very popular: many lessons are given in subjects like drama, music and body language. Contrarily, practical subjects like languages, typewriting, book-keeping etc. play a much smaller role. This may seem surprising, but can be explained by the fact that many participants have already become acquainted with these subjects elsewhere.

Participants are recruited in different ways. Many join the courses as a result of word-of-mouth publicity and via fieldwork, which has a positive influence.

Most participants are women (70-80%), but this is not surprising. In general adult education the percentage of women is 70. With regard to former education, many participants have a general or vocational education. Many efforts are made to establish contact with the unemployed with little or no education.

The participants normally respond very positively to the courses. Many leave this high school with a new sense of self-confidence and personal development, which gives them the encouragement to return to the labour market.

An example

This general description can be illustrated by one particular high school for the unemployed. This school is situated in the town of Kolding in Eastern Jutland and is called "Kreaktiv-Centret" -KC- (Creactivity Centre).

The school was founded in 1982 as part of the local LOF evening school. It has grown since then, and today the KC is one of the biggest high schools of its kind in Denmark. The participants are the unemployed, pensioners, housewives, etc. The idea behind the KC is written into its name, which is a deliberate corruption of the words "creative" and "activity". The attitude to participants is mentioned in the introduction to a folder with the following text:

> **The Creactivity Centre - The individual in the centre.**
>
> **In the KC we find it important to stimulate the individual to an active personal life - and maybe a new job situation.**
>
> **When we talk about the individual in the centre, it is not because we're not interested in social conditions, but because we believe that it is only through the individual that we can realize a better world - a better life. We know that for the individual unemployment can seem a disaster, a defeat that can be difficult to overcome. But we also believe that unemployment can open up opportunities for creative activities, and at the KC you get the opportunity to rediscover ablilities and possiblilities which you might have forgotten - or which you no longer utilize.**

The message to the unemployed is clear. The KC has created a framework for the development of the participants. Unemployment can seem a disaster, but one does not stop living because he/she has lost a job. One still has his/her human dignity.

The results at the KC are very positive. Through co-operation among participants, teachers and course leader a place has been created where the unemployed feel safe and secure. And most important: self-confidence is stimulated and belief in one's own abilities grow. A young girl at the KC once told me: "When I started here, I hardly dared to open my mouth because I blushed every time I did it. Now I don't anymore when I talk".

A similar attitude was expressed at a meeting with the instructors of the KC. When asked to give some essential characteristics of the school, they gave the highest priority to the words "trust" and "self-confidence".

It is important for the unemployed to have an atmosphere of security. A fundamental reason is that a school of this kind is not a social institution, but a private school financed by public contributions. The tutors and the day-to-day leader of the school are not social workers (at least not in the traditonal sense of the word!) but just ordinary people.

To sum up, the "Kreaktiv-Centret" has succeeded in establishing a school where the unemployed have, in safe surroundings, the opportunity to work with subjects that may be new for them. And the self-confidence is growing. So maybe the most important message of the KC and other high schools for the unemployed is: "You may have lost your job, but losing your job does not mean losing your self-confidence and self-respect. You are still a 'living' person".

WORKING GROUPS

EDUCATIONAL PROVISION for UNEMPLOYED ADULTS from ETHNIC MINORITY COMMUNITIES

Rapporteur: A. Th. Gerritsen

Three countries were represented in the group: the Netherlands, Fed. Rep. of Germany and Great Britain.

Exchange of experiences revealed differences in the extent to which people whose origins lie outside the country are regarded as "foreign" or "migrant". In all these cases, however, the trend is to regard former migrant workers as being settled, so that having an education and training programme for them when they are unemployed is meaningful. There is still much dissimilarity in the extent to which these people are accepted as citizens. It was agreed in the group that the task of adult educators is to bring members of ethnic minority communities into the mainstream of work and life. The group's topic was then redefined as "the position of unemployed adults from ethnic minority groups on the **labour market** and was summarized as follows:

A. Disadvantages of these groups

- origin (discrimination).
- age (mostly over 30)
- lack of basic education which makes it impossible to adapt to and therefore participate in the normal school system and/or skills training.
- lack of orientation on their own possibilities: How much can I learn? In what field? What can I reach?
- lack of orientation to developments on the labour market.

B. Demands of the (labour) market

- age (mostly under 30)
- origin (be able to fit into the workplace)
- skilled labour (even for unskilled jobs)
- motivation
- health prospects
- high productivity prospects

C. Instruments: how to meet market demands

From the debate that took place on item C a possible programme emerged which would include:

Basic education
Functional literacy
Local labour market information
General education to explore personal talents
General education to incorporate the topics of discrimination and choice

It was agreed that successful programmes would tend to be small-scale in order to enable personal support and counselling.

EDUCATIONAL PROVISION for UNEMPLOYED WOMEN

Rapporteur: Kate Clark

Participants: Irene Danen, Lesley Hart, Felicitas von Küchler, Kate Clarke, Per Raslow, Marianne Durand

It became clear in our discussions that the training and education of unemployed women incorporates two equally necessary approaches. One approach deals with the development of self-confidence, aspirations and perspectives in each woman's individual life situation; the second approach deals with the training of skills and knowledge for specific employment possibilities. Experience with projects for unemployed women reveals that both aspects are equally necessary and need to be jointly incorporated in programmes for women and work.

Salient Problems

The most salient problems confronting both the educators and unemployed women lie in the areas of funding, the availability of child care, and the quality and scope of employment offers.

The difficulty of finding **funds** for projects is, of course, not new. The specific problem relating to the funding of projects geared to unemployed women relates directly to the statistical record of unemployment. Often funds are delegated to those groups most represented in the public statistics recording unemployment. It is a well-known fact that many unemployed women are not registered as unemployed, therefore their true numbers are not revealed in these figures. This criteria used for the allotment of funds for projects for the unemployed must be altered in order to include the group of unemployed women who are not registered.
This lack of sufficient funds is also reflected in the duration of training programmes. Many women's projects are termed "experimental" and are therefore funded for a limited time. Because of this, many projects are discontinued after their allotted period, and they also lack the funds for sufficient follow-up reports. This disruptive character must be remedied. It demands continuation of that which has already been established and with sufficient funds for serious evaluations and research.
Another problem concerns **childcare** facilities. Child care is still generally considered a "private affair", an agreement between husband and wife or between the mother and baby-sitter. Only a small percentage of the training and educational programmes for women have funded childcare facilities. In the light of increasing divorce rates, the emergence of female-headed families and a growing desire by women to support themselves financially, the provision of childcare facilities must be considered as a central issue. For there to be a genuine, serious, long-term effort to involve women in the labour market, steps need to be made to link the provision of child care to the provisions of training of unemployed women. Still another salient problem for educators and unemployed women concerns the **quality and scope** of employment. This directly relates to the issue of part-time employment. For many women re-entering the job market, especially if they have children still living at home, part-time work appears as a workable solution to combining employment and homemaking. However, the question now arises as to how much is

part-time work really more of a dead-end street than a genuine opportunity? Often women become trapped in their part-time functions because there are no opportunities (in these functions) for upward mobility. The realistic aspects of part-time work should be made clear in programmes for unemployed women and, at the same time, more consideration should be given to the organization of one's life around full-time employment.

Recommendations

We have formulated the following recommendations for educators and policy-makers concerning programmes for unemployed women:

1. The criteria for budgeting projects for the unemployed should not be based on the public statistics of unemployment. Women are not truly represented in these figures and, therefore, programmes for women do not receive sufficient funds for longitudinal projects, evaluations and research.

2. Training and educational programmes should not be limited to developing skills for the so-called "new technologies". The creation of jobs in this direction is an important development and should not be ignored in women's training programmes. However, only emphasizing this sector to the exclusion of all others, presents a danger along with a limited vision of the future job market. Creativity and a healthy dose of a "utopian" vision of society should become part of job-creation and training programmes for women **and men**.

3. There is now a definite need to examine the concept of "women as a target group". It is important to consider to what extent this special framework for women can be beneficial and/or harmful. Attention needs to be given to the common ground shared by unemployed men and women, as well as to the specific needs of unemployed women.

4. The provision of childcare facilities should be linked with the provision of education and training for women and men.

5. When considering unemployed women in the mid-life years, two important points emerge: previous experience and time. Many of these women's experiences lie in the areas of homemaking, child-upbringing and volunteer work. All of these areas involve various abilities which are valuable in many diverse sectors of paid employment. Therefore, it is extremely necessary to develop new criteria for evaluating what one has previously done outside of the traditional evaluations of formal educational qualifications. This new way of evaluating previous experiences can be used for the guidance and counselling of these women for possible employment. The second point mentioned, time, plays an important role when considering issues of education and training. Time for men and women in the mid-life years becomes an issue of time-left-to-live instead of the experience of time-since-birth. There is a shift in priorities and a filtering of wishes and possibilities. Education and training costs time and this becomes the issue

for adults in mid-life who are considering job changes or re-entry into employment. New ways of evaluating previous experience and shorter refresher and retraining courses are of valuable service to men and women in their mid-life years.

GUIDANCE AND COUNSELLING OF UNEMPLOYED ADULTS

Rapporteur: Dorothy Eagleson

The group on guidance and counselling had five members - from Germany, the Netherlands, Wales and Northern Ireland. Two saw counselling in adult education from the perspective of teaching/administration, one as a facilitator of education for unemployed people, and one as a full-time counsellor working in an independent agency. The fifth was Bill Bax of the European Bureau!

Despite the different approaches there was agreement on the importance of the following points:

1. That older adults need particular help, which involves a somewhat different **approach, vocabulary, and range of information** from that used with younger people, an appreciation of their **perception** of adult education, which may be from memories of school, which are inappropriate, and of the trauma undergone by those who have worked for many years and then become unemployed.

2. That many have considerable **ability** which they had no chance to develop in their youth, for lack of educational opportunity, money or encouragement, but **lack confidence** and belief in themselves.

3. That many will be, initially, interested only in courses **which they think will lead directly to employment**, and will have to be persuaded gently to look more widely. It is important that there is **trust** in the Counsellor and his/her professional competence and knowledge, and that **information** given is up-to-date and reliable.

4. That, as for other age groups, **ongoing counselling** is important, continuing throughout the personal and intellectual development which takes place during the learning process, and should be available at the other end, so that further steps can be explored. The Counsellor should understand the **pedagogical, sociological, and psychological** processes which take place during adult learning, and the possible outcome peculiar to older **learners**.

5. That it is important that the Counsellor is accepted by colleagues who are decision-makers and teachers, so that she/he can act as an advocate for clients, and can feed back information on needs and gaps in provision to course providers.

6. That especially for older adults **access** to education must be made both easy and **attractive**. Courses must be widely advertised where people are, and full use should be made of **animateurs** within communities e.g. trade unionists, health workers. Counselling **services** should be visible, welcoming and geographically accessible.

7. Within learning **co-counselling** should be fully used: older people often relate better to those they identify with

in terms of comparable age and experience.

8. Above all, we wish to emphasize the need for **adequate resourcing** of counselling services, in terms of both **time and money** and for Government recognition of the importance of proper counselling services, both for **individual well being** and for the effective use of educational resources in the community as a whole.

JOB CREATION

Rapporteur: Nicholas Walters

The group identified three processes following the collapse of tradtional employment opportunities.

1. Job Finding
   - new industry demands retraining and subsequently insertion
   - sheltered work
   - work with financial subvention.

2. Ideas for an Enterprise lead to projects which in turn lead to new businesses and self-employment.

3. Underclass implies "underculture" which means new tasks, new lifestyles and new values regarding work.

Underlying these processes was the conviction that jobs are not implicit for employment which is not implicit for work.

The group wanted to consider further:
- understanding the nature and needs of the labour market.
- the relationship, in terms of relevance and effectiveness, between Adult Education and the labour market.
- the most appropriate methodologies to apply; especially problematic were:
  * appropriate academic levels and assessment
  * weighting individual work with group work
  * core training and transferability
  * "work" experience
  * inter-relationships with Adult Education mainstream provision
  * social contexts
- staff roles in this area of work.
- expected outcomes - successes, freedoms, ends, futures and changes.
- the limits of our effects on structural employment.

FINAL PLENARY SESSION: COMMENTS ON THE CONFERENCE

Rob van Herwijnen
The Netherlands

The most useful part of the Conference was meeting colleagues and exchanging ideas, becoming aware of similarities as well as differences and learning of new developments. More thought needed to be given to demographic changes: would fewer young people necessarily mean greater opportunities for older people? Some people may need more help than others - we must all remember the importance of the individual and the need to **reach out** to the unemployed.

There should be fewer **general presentations** at future seminars, and **more time for working groups; name badges** should be compulsory!

Nicholas Walters
England

While there had been considerable evidence of concern, good will and commitment, there was some danger of confusion between theory and practice.

Three issues should be considered, **with, for** and **about**:

1. **Descriptive** presentations about work **with** unemployed adults - these were sometimes a cumbersome method of giving information!

2. More reporting on working **for** the unemployed in terms of **advocacy** and **change**, would be useful.

3. Considering issues **about** unemployment (theory).

A positive outcome of the Seminar was that discussions were already taking place between Great Britain and Germany on an exchange of people unemployed in mid-career.

János Szasz
Hungary

There was a lack of appreciation of the Western concept of unemployment, but the attendance at the Seminar had helped in preparing for what might happen in Hungary. There was a need to assist in training community leaders: for example, in the work of housing associations and the youth movement. Democratic methods linked with state ownership were important.

Kate Clarke
The Netherlands

As a first time participant, she was initially impressed with the considerable differences between the contributions of the policy-makers and the field workers: policy-makers **should** stay for the whole of future seminars and **listen!** The Conference theme was supposed to be about **adults in mid-life**, but there was little stress on the over 40s. There seemed to be too few educational programmes aimed at older adults - or a lack of information about them.

Adriana Bouvier Desnos
France

Many adults were too dependent on instruction and instructors:
- -they should become more dependent on themselves;
- -more differentiated courses for older people were needed;- more autonomy in relationships with institutions would be desirable.

In Southern Europe wealth was increasing, so Northern Europe might get poorer! Because of immigration from rural areas, there should be more emphasis on courses relevant to rural needs - in agriculture and co-operative organizations. Workers tended to follow work, leaving themselves without roots; there should be more co-operation between projects in Italy, Spain, Portugal and France. However, new ideas for research had been stimulated.

Margaret Purdey
Wales

There should be more consultation with the **users** of services- adult learners should have contributed more to the Seminar.

Dorothy E. Eagleson
Northern Ireland

There was in Britain the beginning of encouragement for adult learners to see themselves as **consumers** and to comment more fully and openly on provision. Adult learners being present could have led to a greater emphasis on real needs.

W.J.M. Nierman
Netherlands

All those present had gained from attendance, and wished to thank the European Bureau for organizing the Seminar, and DVV for the excellent hospitality. Everyone agreed!

Bill Bax thanked the German Adult Education Association (DVV) once more for their support for the meeting and its organization. He also thanked the translators, who were warmly applauded.

REFLECTIONS ON THE CONFERENCE (I)

Nicholas Walters
Guildford Institute
University of Surrey
England

While Toulouse (the Opening Conference on "Education and Training in a Changing Employment Market in Southern and Northern Europe) had been a disappointing experience, Bonn fully made up for this as a very positive conference. Besides the more organized and conceptually developed formal sessions, the working groups proved most valuable, and the informal conversations with colleagues proved to be a vital part in the conference process. I remain to be convinced about the methodology of "presentations" of work in progress, which tends to rely on the abilities of the presenter rather than the content. Visits to see work too easily fall into the same trap as the presentations. The delegates were people with their own expertise and experience, and this could perhaps have been utilized more fully by actual engagement with students in projects.

Where, perhaps, some key thinking by planning groups might be appropriately focused is in the development of a conceptual framework for the discussions. Peter Clyne's report on the Toulouse Conference commented on the need for the development of "new paradigms". This I believe is vital to progress. At Bonn I suggested a way of starting on this by distinguishing ideas and discussion on three areas.

- **With** unemployed adults (A)

- **For** unemployed adults (B)

- **About** unemployed adults (C)

I would like to expand this idea.

(A) With unemployed adults

Our work **with** unemployed adults can be further identified under themes concerning:

- identification of target groups
- strategies for contact, outreach, trawling
- assessment of educational needs
- responses in terms of provision in:
    * Job finding
    * Job Creation/Self-employment
    * Training and Vocationally-related programmes
    * Non-vocational programmes
    * Community Development
    * Changes in social life
    * Personal issues - health, finance etc.

(B) For unemployed adults

In terms of "**for** the unemployed" we are concerned with:

- Evaluation
- Staff recruitment
- Staff training development and support
- Institutional change
- Individual advocacy
- Counselling, guidance and advice
- Accreditation
- Finance and public accountability

While both these areas are practically based, they are often dependent on national or specific social contexts, and there is a danger that we constantly muddle our comments on the above with issues **about** the unemployed and unemployment by introducing discussion on changes in (C)

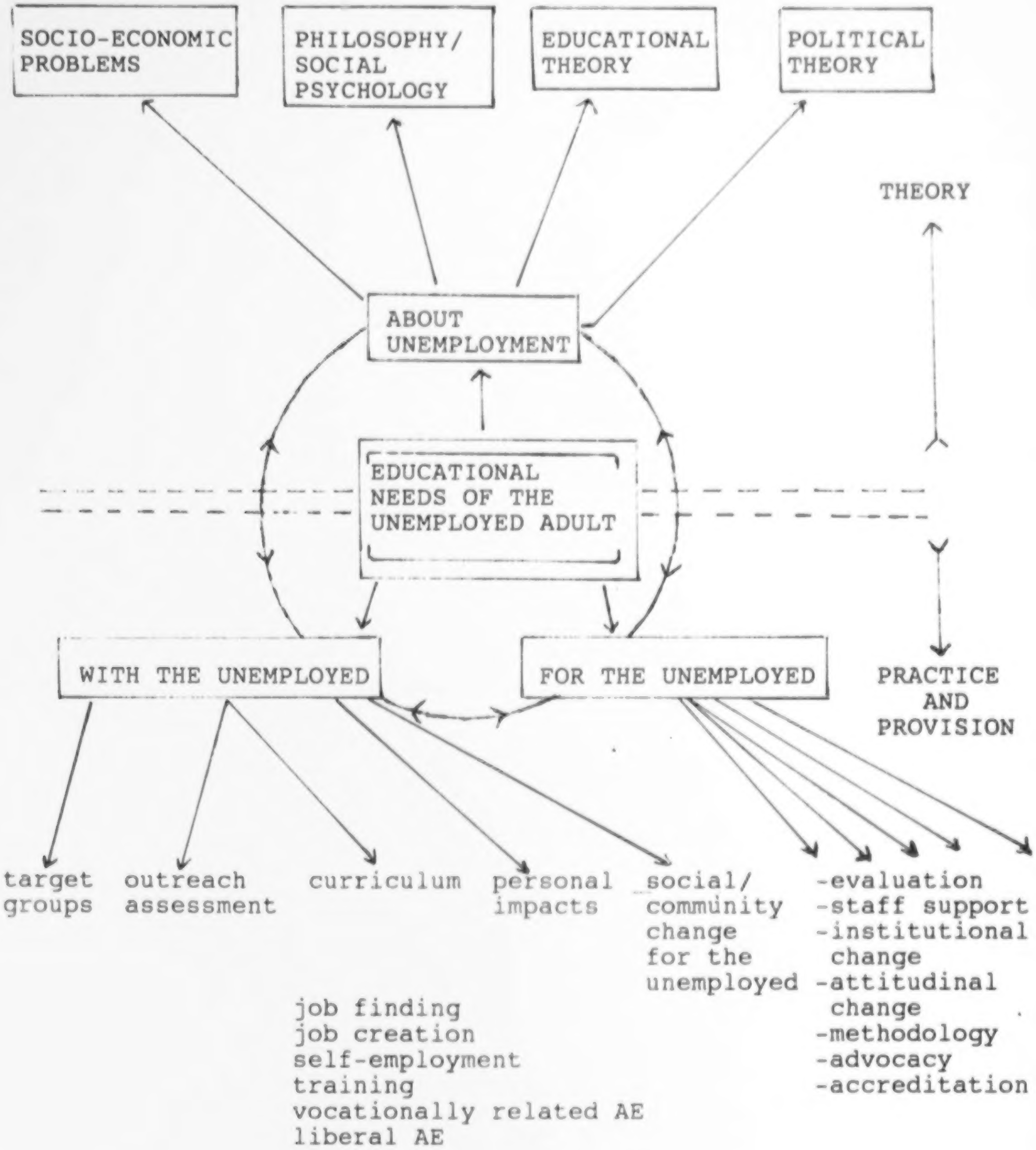
(C) About unemployed adults

- Social policy
- Politics
- Philosophy
- Educational theory
- Other ideological bases (e.g. Marxist analysis of capitalist systems)

The result is falling into a mixture of considering **fact** with **opinion**, whereby our concerns become unnecessarily problematic with a potential loss of credibility.

I would therefore like to suggest a possible new paradigm based on the experience of educational engagement with unemployed people. This might be modelled as an area of educational work that is both theoretical and practical.

A PARADIGM FOR UNEMPLOYMENT EDUCATION


SOCIO-ECONOMIC PROBLEMS
PHILOSOPHY/ SOCIAL PSYCHOLOGY
EDUCATIONAL THEORY
POLITICAL THEORY
THEORY
ABOUT UNEMPLOYMENT
EDUCATIONAL NEEDS OF THE UNEMPLOYED ADULT
WITH THE UNEMPLOYED
FOR THE UNEMPLOYED
PRACTICE AND PROVISION
target groups
outreach assessment
curriculum
personal impacts
social/ community change for the unemployed
-evaluation
-staff support
-institutional change
-attitudinal change
-methodology
-advocacy
-accreditation
job finding
job creation
self-employment
training
vocationally related AE
liberal AE

For me, such a paradigm arises from my experience in Toulouse and Bonn. The processes, inter-relationships and cross-referrals of all these topics are stiil to be teased out, but I consider it to be appropriate to do this in as wide a cultural context as possible, and the European Bureau is in a key position to facilitate this.

As a residential conference organizer myself, may I convey special thanks to the organizers of the meeting whose orchestration of the conference process made Bonn a most worthwhile experience.

From these two meetings it is evident that educators across Europe share a concern and committment to the Unemployed Adult; the development of conceptual and credible paradigms against which to identify good practice, through the work of the Bureau, should be seen as being of paramount importance, both by practitioners and policy-makers. Without a framework conferences on "unemployment" are forever at risk of being hijacked by discussions on "the flavour of the month".

REFLECTIONS ON THE CONFERENCE (II)

R.J. van Herwijnen
Centre for Vocational Orientation and Practice (CBB)
The Netherlands

Exchange of experiences

This seminar has represented an exchange of experiences in the field of adult education, especially through the many personal contacts with seminar participants from so many European countries with different social, cultural and economic systems.

These contacts have given me an important overview of many developments, policies and results regarding employment training, in particular for the adult unemployed. Some European countries have shown interesting results (positive as well as negative) of special programmes for various target groups, such as women re-entering the labour market, long-term unemployed people, ethnic minorities etc. It was not always possible to separate the programmes or courses for the unemployed in their mid-life years (the theme of this seminar) from programmes for other age groups (like our Centre in the Netherlands which is for the 16-45 age group.)

Demographic changes

Another interesting discussion is, as far as I am concerned, the influence of demographic changes with regard to the labour market: the number of young people in many European countries will decrease in the coming years. It is obvious that this process is not of any importance for the unemployment situation of individuals today. But in terms of "long-term planning" it will be necessary to realize now that these demographic changes will influence the prospective structure of the entire labour market, and that includes the position of unemployed people in their so-called mid-life years.

The decline of the number of young people available for the labour market means more opportunities in terms of work on behalf of the older unemployed. The organization of training/education must be adapted to these expected processes in the labour market.

Individual paths

I was and still am convinced that unemployment, and more particularly how to deal with it, is an "individual" problem. All unemployed people, whether youths or adults, will try to handle the state of unemployment in their own way. They all need to find their own "path" in order to reach a solution to their problems of unemployment. And some of them need more help than others!

It is my opinion that long-term unemployed and low-skilled people with little education are not/no more motivated enough to invest several years of "schooling" in order to get a job at the end. Their path to the labour market, in terms of time, has to be as short as possible. I remember very well the remark (quoted by one of the participants) of an unemployed person who said: "I don't want a course, I want a job!"

Educators have to find concrete and flexible solutions to the problem of unemployed people. I am convinced that formal education (or the current school system) - at least in the Netherlands - is not able to answer sufficiently to the needs of particularly unemployed people in their mid-life years. Many individuals with low educational levels are not able to complete regular or standard courses, and the system is often too scholastic! These people need training based on their individual situations and based on the current labour market. And even if there are not enough jobs available, it is worth the effort (and necessary) to try to help individuals by offering special training programmes, with at the end a ticket for the so-called "labour-market merry-go-round". As I said before: some people need more help to enter that merry-go-round than others!

CONFERENCE PROGRAMME

Monday, November 23

16.00 Arrival of participants, registration

18.00 Dinner

19.30 Opening session

Mr C. Kerner, German Adult Education Association DVV
Mr W. Bax, European Bureau of Adult Education

Keynote Address:
"Education and Work with unemployed adults in their mid-life years" - Present approaches and issues

Prof. Dr Johannes Weinberg
Westfalische Wilhelms-Universität
Münster, Fed. Rep. of Germany

21.30 Informal Meeting

Tuesday, November 24

9.00 Continuing Education and Training of unemployed adults: Present situation and perspectives in the European Community

Mr Burkart Sellin
European Centre for Vocational Education and Training (CEDEFOP)

10.30 Coffee

11.00 Working Groups

- Educational provision for unemployed adults from ethnic minority groups
- Educational provision for unemployed women
- Guidance and counselling of unemployed adults
- Job creation, job finding
  Relation adult education - world of work

13.00 Lunch

14.00 Presentation of activities related to the Conference theme:

Council of Europe
Mr Herbert Jocher

OECD
Ms Marianne Durand

15.30 Tea

16.00 Continuation of Working Groups

18.00 Dinner

19.30 Presentation of the REPLAN programme:
Educational opportunities for unemployed adults

Mr Tony Uden, Co-ordinator REPLAN
NIACE (England and Wales)

The REPLAN programme and
Educational provision for unwaged women

Ms Margaret Purdey, Field Officer REPLAN
NIACE (England and Wales)

Wednesday, November 25

9.00 Programmes with unemployed women

Ms Monika Oels
Charlottenburg Volkshochschule
West Berlin

Programmes with unemployed adults from ethnic minority groups

Dr Johanna Vogel
Munich Volkshochschule
Fed. Rep. of Germany

10.30 Coffee

11.00 Final Meeting - Working Groups

13.00 Lunch

14.00 Experiences at the CERFoP Centre

Mr Bernard Faure
Centre Roannais pour la Formation Permanente (CERFoP)
France

Experiences with the local Folk High School in programmes for the unemployed

Mr Per Raslow
Liberalt Oplysnings Forbund (LOF)
Denmark

16.00 Visit to Bonn

19.30 Cultural Programme

Thursday, November 26

8.00	Departure to Cologne
9.00	Study Visit to the Cologne Volkshochschule Discussion with colleagues working in various programmes
12.00	Lunch
14.00	Visit to the Cologne Educational counselling centre
16.00	Visit to Cologne
19.30	Evening meal
20.00	Information market
21.30	Social evening

Friday, November 27

9.00	Plenary session:
	Working group reports
	Recommendations
	Summing up and conclusions by conference members
	Departure after lunch

APPENDIX II

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Mr H. Lemke	Bonn
Ms A. Lesage	British Embassy, Bonn
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Mr W. van Rees	NCVO, Netherlands
Ms S. Schmutzler-Müller	Institut für Erziehungswissenschaft, Bonn
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Mr P. Wolfstricker	Bremer Volkshochschule

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DISCUSSION POINTS for the WORKING GROUPS

The individual and social situations of unemployed adults in the mid-life years is, broadly speaking, hardly different from the situations of other unemployed groups. Most psychosocial and social consequences also apply to other groups.

However, there are a number of features which are especially relevant to this group: their advanced age, the social stabilization that has taken place and the fact that they have many years of work experience. Those belonging to this group are particularly stricken by unemployment, for this is a new social experience for them. They are also hit hard by the realization that their qualifications are suddenly no longer of use.

The shock-effect of unemployment could lead in such a situation to an important break in their lives. Everything that has been learned and mastered loses its meaning; their plans in life have to be changed. The loss of status can lead to an identity crisis. The psychosocial consequences placing a heavy burden on those concerned include:

- feelings of impotence
- fear of the future
- diminishing self-esteem and self-confidence
- feelings of failure
- escapism
- possible psychosomatic symptoms
- personal guilt arising from being unemployed
- being suddenly placed in the hands of institutions for social control
- the loss of meaning in work
- the loss of social contacts
- lack of social recognition

The total situation will also have drastic consequences for family life. Especially in problem groups - women and ethnic minorities - unemployment reinforces social disadvantages already present. Furthermore, unemployment has severe economic consequences: savings have been spent; any financial burdens can easily become insurmountable debts and poverty appears as an inescapable fate. The aggravating psychosocial and economic consequences can increase the danger of suicide.

Therefore, it is these psychosocial and economic consequences which should be kept in mind in the planning of educational programmes for the unemployed.

A consolidated advisory service should, at any rate, give more than just information about educational provision; especially for adults in the mid-life years much attention has to be given to the individual situation. These people come to educational programmes with a different perspective than younger participants.

Due allowance has to be made for the fact that many people of this age group have not been involved in education for a long period of time, so attention should be given to the phase of learning to learn.

One problem is that the motivation to learn is usually instrumental, as these groups aim at acquiring knowledge which is as utilizable as possible. However, short-term adaptation courses are not a guarantee for people being re-integrated in the world of work.

A basic question is therefore: How are we to make clear that providing key qualifications is as important as learning new skills? This issue also raises the question of the integration of vocational and general education. Another important question is: To what extent can we succeed in building on the present competence? For women, we think, for example, of qualifications acquired in running a home.

A further fundamental problem is the question of how we can make allowances for the special situation of the participants-didactics and methods (e.g. integrated socio-pedagogical work) without at the same time continuing stigmatization processes existing in society. It will be necessary to create various accents, or a pluralistic provision. Programmes aimed at re-training and adaptation courses should be supplemented by courses concentrating on orientation. Programmes directed to the labour market should be supplemented by subject-oriented provision (also job creation). At the same time investigations should be made into possibilities for a second labour market which is state supported and into how far it is possible to establish programmes which provide a combination of work and learning.

Last but not least, the question should be posed on how far the changes in the world of work can be reflected in the deliberations on further planning. The indications here also raise the question: What are the necessary qualifications and competence of those working in educational programmes for the unemployed?

In the meantime it is more-or-less unnecessary to point out:

- that education should not adopt criteria for success derived from labour market policies
- that adult education is hardly in the position to create jobs (except perhaps for unemployed educators)
- that the necessity of education for unemployed adults cannot be based primarily on the aims and criteria of a growth-oriented economy.

In these arguments the educational work with unemployed adults as such should not be called into question. Reference, however, should be made to the political and social context of educational activities. As educators have the inclination to define all problems in pedagogical terms, there is a danger that problems of society will be too easily redefined as educational problems. For this reason we should openly discuss the range and the limitations of our educational work.

Should we, for example, try to achieve a closer connection between adult education and the system of employment or - and that would seem the opposite - should we aim at disconnection, or is there a middle course?

Another item for reflection is examining to what extent educational programmes for unemployed adults stimulate the segmentation processes in society; or even promote their further marginalization.

APPENDIX IV

INFORMATION MARKET

Hungary János Szász	* Video on Hungarian folk dance * Slides on making folk crafts
Great Britain Margaret Purdey	* Video - "Learning Ourselves"- women from N.E. England
Lesley Hart	* Papers about "Wider opportunities for Women Course"
Nicholas Walters	* Papers on educational processes, evaluation, prospecti, copies of NEXUS - Unemployment Education Journal - Nos 1 and 2
Dorothy Eagleson	* Examples of publicity about courses for unemployed adults in Northern Ireland
Belgium Ireen Daenen/Rita Ruys	* Papers about "vzw Omschakelen" (Conversion/Retraining)
Netherlands Nierman/R. v.Herwijnen/ A. Gerritsen	* Video + Papers of the CBBs in West Holland (centres for vocational orientation and training)
Foppe de Jong	* Photo centre for vocational orientation - Amersfoort, Netherlands